DOCUMENT RESUME

ED 080 874 CE 000 088

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TITLE	Project SPRUCE, Special Program of Rehabilitation for Unemployment Compensation Exhaustees. Volume 1. Final Report.
INSTITUTION	New York State Dept. of Labor, Albany. Research and Statistics Office.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C. Office of Research and Development.
REPORT NO	DLMA-82-34-69-45; Labor-RR-1973-8
PUB DATE	May 73
NOTE	69p.
AVAILABLE FROM	National Technical Information Service, Springfield, Va. 22151
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Employment Counselors; Employment Potential; Employment Problems; *Employment Services; Job Placement; *Manpower Utilization; *Rehabilitation Programs; *Unemployment; *Unemployment Insurance; Workmans Compensation
IDENTIFIERS	*Project SPRUCE

ABSTRACT

Project SPRUCE sought to increase employability of insurace claimants who seemed likely to exhaust their benefit rights without definite prospects of finding work. These persons were seen to be in need of special services because of some remediable inadequacy or problem but ineligible for the various programs intended primarily for the hardcore disadvantaged. Counseling, testing, job referral, search plan assistance, and training were among the extra services used. A test group of 482 claimants in their 13th to 19th week of benefit status was compared with a similar control group of 542 between April and December 1970 in Buffalo, New York. There is indication of a clear and enduring effect on post-SPRUCE employment status. At the end of a six month followup interval 55 0/0 of the experimental group were employed, compared with 46 0/0 of the control group. It cannot be shown with certainty, however, that SPRUCE reduced the duration of benefits. (MS)

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LABOR RESEARCH REPORT | 1973 No. 8 May 1973

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Project SPRUCE

Special Program of Rehabilitation for Unemployment Compensation Exhaustees

Volume 1. Final Report

NEW YORK STATE DEPARTMENT OF LABOR
Division of Research and Statistics
State Office Building Campus
Albany, New York

CE 000 088

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This report was prepared for the Manpower Administration, U.S. Department of Labor, under research and development contract No. 82-34-69-45. Since contractors conducting research and development projects under Government sponsorship are encouraged to express their own judgement freely, this report does not necessarily represent the official opinion or policy of the Department of Labor. The contractor is solely responsible for the contents of this report.

Acknowledgments

Project SPRUCE was undertaken by what was then the Division of Employment of the New York State Department of Labor under contract with the Manpower Administration of the United States Department of Labor.

Many individuals have contributed, in varying degree, to the development and completion of this project. The authors are especially grateful for the counsel of Dr. Charles W. Cole and Dr. Eugene R. Oetting of the Rocky Mountain Behavioral Science Institute, who served as consultants in the planning and design of the Project and the preparation of the final report. They also contributed to the statistical analysis presented in this study.

The authors are indebted to Alfred S. Musso, Upstate Area Director for Unemployment Insurance Operations, for his active support of the Project at every stage; to the project staff leaders: Lewis M. Bell, who provided overall staff supervision, Samuel Sperrazza, who served as research and procedures specialist, and James Brady, who supervised the counseling and interviewing activities; and to the District Employment Security Superintendents Francis Sheehy and Douglas L. Winokur, who cooperated in assigning members of their staffs to the Project.

Thanks are also due to Arthur Hyams of the Unemployment Insurance Service, Manpower Administration, who offered many valuable suggestions during the course of the Project.

ED 080874

Project SPRUCE

Special Program of Rehabilitation for Unemployment Compensation Exhaustees

Volume 1. Final Report

STATE OF NEW YORK
Nelson A. Rockefeller, Governor

DEPARTMENT OF LABOR
Louis L. Levine, Industrial Commissioner

NEW YORK STATE DEPARTMENT OF LABOR

Division of Research and Statistics
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May 1973

Library of Congress Catalog Card Number 73-620082, December 1972

Preface

Since the inception of the federal-state unemployment insurance system in 1935, ways have been proposed to Congress periodically to remodel and improve it to meet the changing needs of a changing economy. In 1968 a new program called *Special Program of Rehabilitation for Unemployment Compensation Exhaustees* (SPRUCE) was drafted, which could, it was thought, enable the system to better cope with the needs of insured workers who experience long-term unemployment.

In a period when employers were hard-pressed for workers—while, at the same time, many unemployed workers were collecting unemployment insurance (UI) benefits long enough to exhaust their benefit rights—it became essential to ask whether something needed to be done to better fit the exhaustee for reemployment. The proposition was put forward that the long-term UI claimant was entitled to be regarded as a "disadvantaged" person, either because of some undetected personal handicap to employment or because mandated priorities to serve other special groups of jobseekers kept the Employment Service from attending to his need.

To test this proposition, an Experimental and Development Project was authorized to determine the feasibility of identifying prospective exhaustees *before* exhaustion, ascertaining what kinds of handicaps they present, and measuring the effectiveness of special services in restoring them to the employed work force.

It was hoped that SPRUCE, because of the special and more intensive service it offered, would be effective in reducing the number of UI recipients who ultimately exhaust their benefits, and in increasing the number who subsequently maintain employment status. While our Project experience has yielded other instructive findings also, the major question that we have sought to answer is, What would be the impact of SPRUCE on the return to employment of potential UI exhaustees?

When the Project began, the economy was already slackening visibly, so that there was no longer the assurance that restoration of employability would mean restoration to employment. Because of this limitation on job placement, Project experience should be evaluated in terms of what SPRUCE can accomplish in a period of rising unemployment.

This report of the Project is presented in two volumes: the present one describing the Project and its principal findings, and a supplement containing a handbook on administrative problems and two manuals on operating procedures and on staff training.

Project SPRUCE
Fact Sheet

Operating Agency: New York State Department of Labor
State Office Campus, Building No. 12
Albany, New York 12201

Funding Agency: Manpower Administration—U.S. Department of Labor

Project Location: Buffalo, New York

Project Dates: Phase I —Planning and Trial Run, August 18, 1969—March 28, 1970
Phase II —Full-scale operations, March 30—December 31, 1970
Phase III—Followup, January 4—September 30, 1971

Program Description: To determine and furnish extra employability services needed by unemployment insurance claimants who seem likely to exhaust their benefit rights, so as to help them take advantage of available job opportunities.

Statistical Data:

		Test	Control
Average weekly claimant load during intake period (3/4—9/4/70)			6,758
Number of claimants screened (certifying for 11th—18th week)			4,277
Number enrolled in Project			1,024
Test group (SSA numbers ending in even digit)			482
Control group (SSA numbers ending in odd digit)			542
Employability classification at intake:	Job ready	347	393
	Not job ready	135	149
Number receiving specified services beyond interviews		381	236
Counseling		136	61
Testing		39	20
Training		54	9
Vocational rehabilitation (medical)		20	3
Other rehabilitation (educational)		6	3
Job-search assistance		212	—
Job development		112	58
Job referral		219	184
Job placement		70	32
Termination status			
Exhausted benefit rights		313	391
Started work		109	107
Benefit year expired		16	15
Disqualified		5	2
Moved away, died, or unknown reason		19	27
Not terminated, still in training as of September 30, 1971		20	—
Number employed at followup intervals			
3 weeks after termination		184	169
13 weeks after termination		180	191
26 weeks after termination		183	186

Special Features: Experimental scale for prediction of insurance exhaustion.
Use of Social Security data for longitudinal earnings followup.

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Introduction

Project SPRUCE was conducted in Buffalo, New York. After a period of planning and a trial run, the main operation began in April and continued through December 1970. The purpose of the Project was to test the proposition that claimants who seem likely to exhaust their unemployment insurance (UI) benefit rights are in need of extra services to enable them to take advantage of job opportunities.

The reasoning was that workers with enough recent covered employment to qualify for UI benefits, but who remain unemployed until their benefit rights are exhausted, may be having difficulty in obtaining jobs because of some remediable inadequacy or problem. Such claimants may need training, guidance, relocation, medical help, or other rehabilitative service to enable them to obtain new jobs. However, being recently employed, they may be overlooked by the various programs intended primarily for the hard-core disadvantaged.

The SPRUCE concept originated during the period of tight labor-market conditions when employers were hard-pressed for workers, and manpower programs to make various disadvantaged groups more employable were flourishing. Despite the fact that the Project began during an economic recession which nullified the major premise of plentiful job opportunities, it undertook to determine whether claimants beyond their 13th week of UI benefits could be helped to become reemployed before exhausting their benefit rights (26 weeks) or, at any rate, sooner than similar claimants not receiving extra help.

The 1,024 UI claimants selected for the Project were divided, according to whether their Social Security numbers were odd or even, into a Test group of 482 and a Control group of 542. The selection was limited to claimants in their 13th to 19th week of benefit status. In order to allow sufficient time for initiating SPRUCE services before exhaustion of benefits, only those certifying up to the 19th benefit check at time of enrollment were accepted. From among claimants in their 13th to 19th week of benefit status, selection was made of those over 21 and under 65 years of age who did not have definite prospects of jobs and who were not involved in special placement arrangements with trade unions.

The Project Office was staffed from both the Unemployment Insurance Bureau and the State Employment Service (ES). It handled the weekly UI claims processing for both the Test and the Control groups. It also provided SPRUCE-enriched ES services to the Test group claimants. Control group claimants, on the other hand, continued to report to regular ES Local Offices for the usual ES services.

Post-SPRUCE followup for subsequent employment-status information was done by the Project Office on claimants in both groups, at intervals of 3 weeks, 13 weeks, and 26 weeks after claim termination or placement or completion of special service. The followups were conducted through mail questionnaires. Nonrespondents were contacted by telephone and home visits as needed. The overall response rates were very high—over 90 percent for each followup interval.

BIBLIOGRAPHIC DATA SHEET	1. Report No. DLMA 82-34-69-45	2.	3. Recipient's Accession No.
4. Title and Subtitle Final Report: Project SPRUCE Special Program of Rehabilitation for U. C. Exhaustees			5. Report Date May 1973 6.
7. Author(s) Murray Dorkin and Herman S. Solomon			8. Performing Organization Rept. No. LRR 1973, No. 8
9. Performing Organization Name and Address New York State Department of Labor Division of Research and Statistics State Office Campus, Building No. 12 Albany, New York 12201			10. Project/Task/Work Unit No. 11. Contract/Grant No. DL 82-34-69-45
12. Sponsoring Organization Name and Address U.S. Department of Labor Manpower Administration Office of Research and Development 1111 20th St., N.W., Washington, D. C. 20210			13. Type of Report & Period Covered Final 14.

15. Supplementary Notes

16. Abstracts

Project SPRUCE sought to determine and furnish extra employability services needed by unemployment insurance claimants who seem likely to exhaust their benefit rights, so as to help them take advantage of available job opportunities.

The project worked with experimental and control groups of UI claimants who reached their 13th week of unemployment benefits and did not have definite prospects of employment.

Findings show a demonstrated improvement of 9 percentage points in the post-SPRUCE employment rate. At the end of the 6-month followup interval, 55 percent of the experimental group were employed, compared with 46 percent of the control group.

With respect to whether the SPRUCE system can reduce the duration of benefits, the project indicates a slight gain for the experimental group which is not statistically significant.

17. Key Words and Document Analysis. 17a. Descriptors

Employment
Manpower utilization
Placement
Rehabilitation
Statistical analysis
Statistical samples
Unemployment

17b. Identifiers/Open-Ended Terms

SPRUCE
Exhaustion of U. C. claim
Predicting U. C. claim exhaustion

17c. COSATI Field/Group 51, 6N

18. Availability Statement	19. Security Class (This Report)	21. No of Pages
Distribution is unlimited. Available from National Technical Information Service, Springfield, Va. 22151	UNCLASSIFIED	
	20. Security Class (This Page) UNCLASSIFIED	22. Price

FORM NTIS-35 (REV. 3-72) USCOMM-DC 14952-P72

Summary

The major findings of the Project relate to differences in the ES services provided to Test and Control claimants, in the exhaustion rates of the two groups, and in their post-SPRUCE employment status.

Services

Four months after the Project's main operation, a check of ES records produced the following summary of services furnished to the Test and Control groups, respectively:

Service	*SPRUCE office*		*Regular local office*	
	Test claimants	*Percent*	*Control claimants*	*Percent*
Total	482	100%	542	100%
In-depth interviews	448 [a]	93	[b]	—
No service beyond registration or enrollment	101 [c]	21	306	56
Counseling	136	28	61	11
Testing	39	8	20	4
Training	54	11	9	2
Vocational rehabilitation (medical)	20	4	3	1
Other rehabilitation (education)	6	1	3	1
Job-search assistance	212	44	[b]	—
Job development	112	23	58	11
Job referral	219	45	184	34
Placement	70	15	32	6

a. Thirty-four persons terminated their claims before in-depth interview could be arranged.
b. Available only to Test group.
c. Includes 33 persons who did not have in-depth interviews.
Note: The sum of the items exceeds the total because some claimants received more than one service.

The figures show clearly that, without the special attention made available by Project SPRUCE, 56 percent of the Control group received no services beyond registering and visiting at the regular Local Offices. On the other hand, only 21 percent of the Test group failed to receive defined services at the SPRUCE Office. Apparently the in-depth interviews, and continuing focus on employability at the SPRUCE Office, uncovers greater needs for special employment services than are routinely brought out in regular Local Office operation.

Although the Test group was smaller than the Control group (482 vs. 542), twice as many in Test as in Control received counseling, testing, and job-development services; one-fifth more received job-referral service. Resulting placements benefited more than twice as many Test claimants as Control claimants (70 vs. 32) despite the fact that 30 Test claimants were still in training and not yet available for placement.

Training and vocational rehabilitation (medical) were multiplied sixfold in Project SPRUCE, benefiting 54 persons and 20 persons, respectively, in the Test group —as against nine and three Control claimants, respectively, who benefited through their regular Local Offices.

The most common of the Project's special services was job-search assistance, which was furnished to 212 claimants or 44 percent of the Test group. This service provided labor market information and suggestions for effective jobseeking techniques organized into an individual job-search plan.

Exhaustion

Data on individual terminations from the Project show exhaustion of benefit rights as the main reason for discontinuation of claim.

Reason for discontinuation	*Test group*	*Control group*
Exhausted benefit rights	313	391
Employment	109	107
Benefit year expired	16	15
Disqualified	5	2
Moved away, died, or unknown reason	19	27
Total terminations	462	542

Since the objective, from the standpoint of SPRUCE, was to forestall exhaustion of benefit rights by securing employment, the comparative analysis is limited to the first two outcomes and excludes the other three. Thus, in measuring claim exhaustion versus employment secured before exhaustion, the Test group shows 74 percent exhausting and 26 percent returning to work, whereas the Control group experienced 78 percent exhaustion and 22 percent return to work.

This 4-percent difference in favor of the Test group cannot be considered statistically significant for a sample of this size. While this fails to prove that the difference is attributable to the SPRUCE system rather than to chance, it does not disprove it—and a larger sample presenting similar proportions could possibly establish statistical significance.

In respect to exhaustion of benefit rights, the provision of services—whether in the Test group or the Control group—is associated with poorer outcomes (higher exhaustion rates), reflecting the fact that those persons whom ES staff found it necessary to service were the less employable ones, requiring additional time to secure employment.

This outcome is consistent with a finding in Project CLASP,[1] where it was observed that among claimants classified as needing counseling and retraining, those who received such services had longer benefit duration than those who did not.

Employment Status

Followup data on subsequent employment status show contrasting employment rates for Test and Control

1. New York State Department of Labor, Division of Employment, "CLASP: An Experimental Advisory Service Program for Unemployment Insurance Claimants," Operations Study No. 4 (March 1971) p. 6.

claimants at three intervals after termination (for all reasons) from Project SPRUCE:

Post-SPRUCE interval	Test group			Control group		
	Total reporting	Reported employed		Total reporting	Reported employed	
		Number	Percent		Number	Percent
3 weeks..	381	184	48%	432	169	39%
13 weeks..	366	180	49	424	191	45
26 weeks..	331	183	55	404	186	46

There is a clear and enduring effect on post-SPRUCE employment status. The Test group advantage of 9 percent, both at 3 weeks and at 6 months, is statistically significant and attributable to the SPRUCE system. These 9 percentage points represent a Test group margin of 20 percent over the Control group baseline of 46 percent. In absolute numbers, this means that more than 30 Test claimants had jobs, as long as 6 months after terminating from Project SPRUCE, who presumably would not have been working if they were in the Control group.

It may be noted, in addition, that claimants in both the Test and Control groups were relatively more successful in finding jobs after cessation of UI benefits than during their active claim period. For both groups generally, the pre-termination employment rate (as shown in the preceding section) was about one-fourth, while the level achieved post-SPRUCE was about one-half.

A larger proportion of claimants who were provided with ES placement service at the SPRUCE office (Test) maintained employment than either those who did not receive such service at all or who received it at a regular local office (Control). This is shown in the following summary both for Test Claimants placed by the SPRUCE office and for Control claimants placed by local offices:

Placement status and followup interval	Percent employed at followup	
	Test group	Control group
Received ES placement before termination		
3-week response	70%	60%
13-week response	64	55
26-week response	73	56
No ES placement before termination		
3-week response	41	37
13-week response	46	44
26-week response	51	45

Although, in general, claimants placed by SPRUCE were much more likely to be employed at each of the followup points than those who found employment on their own, this was not the case for those who received job-search planning. Test claimants who found reemployment by themselves as a result of job-search assistance had an employment rate at the end of followup which exceeded even the rate for those placed by ES (81 percent vs. 73 percent).

Wage Rates

The overwhelming majority of Project clients (in both Test and Control groups) who were employed post-SPRUCE, were working for other than their former employers. This is not surprising, since the screening procedure for enrollment in the Project excluded any claimant who might expect recall to his previous job, but is mentioned because it may have a plausible relationship to a finding of low hourly earning rates in early post-SPRUCE employment, compared with pre-SPRUCE hourly earning rates.

	Test group	Control group
Number reporting earning rates in 3-week followup	77	97
Pre-SPRUCE average	$3.10	$3.03
Average at 3-week followup	2.77	2.67
Number reporting earning rates in both 13-week and 26-week followups	156	168
Pre-SPRUCE average	$3.18	$3.07
Average at 13-week followup	2.95	2.94
Average at 26-week followup	3.11	3.08

Test and Control claimants appear equally liable to suffer reduced rates of pay initially, and to recover their pre-SPRUCE levels within 6 months. Reflected in the above may be a willingness to accept a lower-paying job after cessation of UI benefits, which could contribute to the post-SPRUCE rise in reemployment noted in the preceding section.

Rehabilitation and Retraining

Although the Project's use of in-depth interviews, and its constant focus on the question of employability, uncovered greater needs for special service than are routinely brought out in regular Local Office operation, the proportion requiring medical and educational rehabilitative services is not large. Only 20 persons in the Test group were given vocational rehabilitation (4 percent). Among others for whom these services were proposed by Project staff, there were six who declined medical rehabilitation, and three who declined educational rehabilitation.

Fifty-four persons in the Test group were given manpower training (11 percent) and another 19 persons rejected such training.

Of the 28 persons who rejected these services—medical, educational, training—all but nine did participate in, and willingly accept, alternative plans which utilized one or more of the more common ES services, such as counseling, job development, etc.

Prediction of Insurance Exhaustion

One line of exploration opened by SPRUCE continues to be independently pursued by the authors of the report—the possibility of earlier identification of the prospective exhaustee, so as to initiate corrective action

sooner. Experimental use of a special profile of personal characteristics and work history will be evaluated to develop a scale for scoring a claimant's likelihood of benefit exhaustion.

The characteristics used in this preliminary profile were selected on the basis of factor analysis and correlation; they include previous year's income, educational attainment, length of gainful employment, type and history of unemployment, age, and sex. The evaluation also will seek to identify relevant factors of interviewer judgment.

Cost/Benefit Analysis

If results are to be finally evaluated in dollar terms, it must be acknowledged that Project SPRUCE has given no conclusive evidence of savings in UI benefit payments. On the other hand, its superior record of reemployment may indicate that positive monetary values may be credited to it. This will be measurable when comparative longitudinal earnings records (special Social Security data tapes) become available in the near future.

Project Description

Nature of the Problem

SPRUCE represents a Special Program of Rehabilitation for Unemployment Compensation Exhaustees, which was the subject of a bill drafted in 1968 to enable the system to better cope with the needs of insured workers who experience long-term unemployment.

Many workers who have enough recent covered employment to qualify for regular unemployment compensation have some inadequacy or problem that so hampers their reemployment that they are still unemployed and seeking work when they exhaust their UI benefits. Given the availability of jobs, such workers may very well need training, guidance, relocation, relatively minor medical help, or other rehabilitative service to restore them to work and prevent their joining the long-term, hard-core unemployed.

Since the individual who has just exhausted his UI benefit rights is a recent member of the employed work force, he may be overlooked by the various programs intended for the hard-core disadvantaged. Even when he meets the basic technical requirements for assistance under such programs, he may not be in a group designated for service priority.

SPRUCE is a program that would concentrate on this "disadvantaged" population of UI claimants to provide the full spectrum of employment security services and special services to meet its needs. It would attempt to utilize UI office and staff relations with UI recipients to help them gain reemployment sooner.

An experimental and demonstration (E & D) project was jointly planned by the Federal UI Service and the New York State Division of Employment [1]—to be conducted by the Division, in the city of Buffalo—in which the full range of SPRUCE services, proposed in the Federal legislative draft, would be accorded a group of potential UI exhaustees. This E & D project is believed to be the first attempt in the history of major Federal UI legislation to test the feasibility of proposed legislation and to evaluate, change, and improve it, if necessary, prior to submission for Congressional consideration.

Objectives and Means

In arriving at a thoroughly documented test of the experimental SPRUCE program, and in order to provide the information necessary to both its evaluation and implementation, Project activities were designed to realize eight primary objectives. These are listed here with a brief explanation of how each was accomplished:

1. To determine whether the potential exhaustees can be identified in the early stages of unemployment.

   Project selection criteria were designed to obtain a subject population which would include a large percentage of those who could be expected to exhaust their benefits. A data system was established in which demographic, work, and personal characteristics of these individuals could be compared according to an exhaustion-nonexhaustion dichotomy.

2. To determine the type of special services needed by SPRUCE claimants, their willingness to accept such services, and the effectiveness of special services provided.

   The services most appropriate for each experimental claimant were determined during the course of personal interviews and staff consultations; the willingness of the claimant to accept offered services involved keeping track of the numbers who refused service, along with the reasons for their refusal; and the effectiveness of the service program provided by the SPRUCE system was evaluated through the collection of data on exhaustion and post-SPRUCE employment.

3. To determine whether incentive payments motivate SPRUCE claimants to take training and accept related or other employment.

   During interviews to determine need and develop individual service plans, staff tried to ascertain whether claimant would participate unconditionally, or desired training but would be unable to participate without the extra payment, or was interested only because of the additional payment.

4. To identify and solve administrative problems of the SPRUCE program.

   A report on this deals with internal problems, such as those encountered in service operations and staff assignments, as well as external problems having to do with such elements as relationships with other agencies. (See Supplement 1, Part 1.)

5. To determine how community services and facilities can be utilized to implement SPRUCE.

   Included in the report on administrative problems are details on what community agencies, facilities, and services were sought; what was done to secure them; what happened as a result of the Project's attempts to utilize these local resources; and the techniques used to secure cooperative relationships.

6. To test procedures for implementing SPRUCE.

   A report on the operational procedures used in implementing SPRUCE includes procedural details and forms, and provides a complete description of "how things were done." (See Supplement, Part 2.)

7. To produce an outline of training or a completed training manual for UI and ES staff in providing SPRUCE services.

   The manual, prepared to guide practitioners in providing the types of services which characterized

1. The Division of Employment existed as an organizational entity within the State Department of Labor prior to May 8, 1972, when it was merged in the general administrative structure of the Department.

SPRUCE's counseling operations, contains the procedures used in the training of SPRUCE counselors and the materials developed during the course of the Project, along with illustrative case data. (See Supplement, Part 3.)

8. To determine the cost-benefit relationship of the SPRUCE program.

   Data on costs of Project administration, UI benefit payments, and allowance and incentive payments, combined with SPRUCE impact on outcomes (duration of claim, exhaustion of benefits, and post-SPRUCE employment), provide a tentative appraisal.

Plan and Design

After official authorization in July 1969, Project SPRUCE was inaugurated by the New York State Division of Employment with the appointment of a Project Director in its Buffalo office on August 18, 1969. The Project developed on the following pattern and schedule:

Phase I.	Planning, 8/18—11/15/69 Trial Run, 11/17/69—2/14/70 Review and consolidation, 2/16—3/28/70
Phase II.	Full-scale operation, 3/30—12/31/70
Phase III.	Followup, 1/4—9/30/71

The operating plan was to select 1,200 UI claimants for enrollment in the Project, half in a demonstration group (also referred to as the service group or the experimental group, and labelled throughout the Project record and reporting system as the Test group), and half in a Control group.

Group selection was based on the last digit of Social Security Numbers: even numbers were designated Test group, odd numbers Control group. Control group claimants reported to the SPRUCE Office for UI purposes only and received the usual employment services from the regular ES offices.

Test group claimants, however, received UI service and also usual *and* special ES services from Project SPRUCE. Processing of Control group claimants in the SPRUCE Office for UI service was deemed necessary in order to get required research data.

In focusing the full spectrum of employability services on the Test group, it was not intended that SPRUCE should become a separate manpower program; it was, instead, to provide ready access to—and assure maximum utilization of—all existing community services and manpower programs needed, including intensive interviewing, career counseling, and testing; educational, vocational and medical rehabilitation; other supportive rehabilitation services, retraining, and relocation; standby and incentive payments; job-search assistance, job development, referral, and placement services.

A trial run was scheduled—through separate handling of the first 200 enrollees—as a training and self-monitoring technique, to provide the guides at every stage of progress for desirable adjustments to be introduced in the lagged but corresponding stage for the main groups of 500 Test and 500 Control claimants.

Benefit data of recent years indicated that about half of all claimants collect 13 weeks or more of benefits. It was agreed, therefore, that the Project would begin its reemployment efforts with claimants at their 13th week. It was also agreed that, in order to allow sufficient time for initiating SPRUCE services before exhaustion of benefits, only those certifying up to the 19th benefit check at time of enrollment would be accepted. From among claimants in their 13th to 19th week of benefit status, selection was made of those over 21 and under 65 years of age who did not have definite prospects of jobs and who were not involved in special placement arrangements with trade unions.

Scope and Format

Aside from focusing special and concentrated attention on a sample of UI claimants, Project SPRUCE introduced several unique features—for analytic as well as operational reasons—in its approach to clients and in rendering service.

The SPRUCE Office occupied a modestly sheltered space off a stairwell on the opposite side of which was the entrance to the large UI Local Office. There the customary certification counter parallelled one wall and several claims lines often reached across the otherwise barren and loft-like floor.

By contrast, the chairs and reading table in the waiting area of the SPRUCE Office—and the regular desk of the Claims Taker beside which the claimant could be seated while certifying—presented a physical aspect of comfort and dignity. Scheduling of interviews also kept waiting time to a minimum.

Cooperation between UI and ES was close. The SPRUCE Office was served by professional ES staff specially assigned to its premises, and Senior ES Consultants participated directly in planning, staff training, and supervision of case conferences.

Control claimants were informed that they were participants in a research project to improve UI services. Test claimants were informed, further, that the Project would help them toward reemployment if they were prepared to cooperate. A special feature of SPRUCE was the provision of incentive allowances to compensate for the extra effort, time, and expense of active participation by the Test claimant.

Another feature was the introduction of job-search assistance as a basic service, performed by interviewers on both the UI staff (Claims Examiner) and the ES staff (Employment Interviewer). Upon installation of the computerized job-bank in mid-1970, the SPRUCE Office was also provided with a job-bank microfilm reader.

Another such feature was the establishment of case conferences, or formally scheduled staff consultations, for joint evaluation of individual Test claimants, identification of special needs, review of proposed employability plans, and consideration of internal or external programs and agencies to be used for special services.

Two special features introduced for analysis were (1) a job-readiness classification defining the degree of employability of individual Test and Control claimants, and (2) a classification of individual claimants by their reason for becoming unemployed, i.e., by criteria for differentiating the economic causes of unemployment

(based on an approach explored in the Division's Research Bulletin #1966-15, "Ultimate Reasons for Unemployment").

Limitations

Although the SPRUCE concept was predicated on the proposition that the work force *needs* the UI claimant, and that he could be enabled to rejoin it by remedying his shortcomings, this pretest of the program actually took place under market conditions that may have contradicted the proposition.

The first operations report (4/8/70) called attention to this impact on Project SPRUCE as follows:

> When the Trial Run began in November 1969, the area labor market had begun to show signs of contracting. There were temporary lay-offs from the automobile industry and seasonal lay-offs from the construction and food-preserving industries. These were screened out of Project SPRUCE because of the apparent temporary nature of the lay-offs and the consequent prospect of early recall to work.
>
> As the economic downturn continues, and develops longer or more indefinite lay-offs, more unemployment insurance claimants could become potential SPRUCE enrollees, since our intake period is scheduled to extend up to 20 weeks. This means that careful attention must be given to the lay-offs from various industries to determine the degree of employer attachment involved.
>
> Thus, while potential enrollees for Project SPRUCE are expected to be plentiful, the problems to be met in implementing the SPRUCE program may be more complex than those met in the Trial Run, particularly in respect to the reduced chance of realizing the end goal of placement or self-placement.

In addition to the local and general economic recession, some limitation on the Project's freedom of operation was anticipated from the possibility that some needed special service facility might be lacking or inaccessible. Actually, only a few instances arose in which desired training was unavailable in particular occupations at particular times. A more generally felt community need, however, remained unsatisfied—an occupational health program that could provide comprehensive medical diagnostic determination of the work capabilities of claimants; it was agreed that instead of using standard medical forms declaring a person able-to-do-light-work, not-able-to-work, fully-able-to-work, etc., expert findings should be available as to the *kind of activity* a person could not engage in; furthermore, a post-placement medical evaluation was considered desirable to determine (after a day, a week, or a month) whether the specific job assignments were within a person's capabilities.

Another (not completely unanticipated) limitation upon the interpretation or application of Project results is the cumulated experience of other researchers in behavior modification, indicating that observation per se is an effective positive form of intervention even when it involves unwelcome surveillance or critical scrutiny. We have been familiar, heretofore, with the positive "Hawthorne Effect" of physical alterations of an accustomed work or clinical setting. These and similar psychological or motivational effects can be a major problem in any social project because it is difficult—perhaps impossible—to pay any sort of attention to people without changing them in some way, and such changes are often unpredictable or unidentifiable for explicit measurement.

In the present case, we believe these uncertainties are reduced substantially by two features of the research design that are discussed at some length among other factors in the next chapter: (1) the Control group, too, received some forms of special attention (being selected to participate in a research study, using the Project SPRUCE Office for claim certification along with Test claimants, receiving followup questionnaires on employment status, etc.), and (2) the analysis of outcomes was planned to reveal specific differential effects of various subgroups distinguished by specific basic characteristics, types of service, and staff judgments.

But though certain statistical techniques enable us to attach "significance" to certain measures with a stated degree of confidence, those determinations of significance refer to probabilities pertaining to the randomness of samples, rather than to the likelihood of underlying subtle (subconscious or calculated) ego responses. So, in some respects, the question of how much a recorded Test vs. Control difference in outcome is attributable to the substantive content of the SPRUCE program, and how much to the placebo effect of attention per se and to unintentional or deliberate circumvention by clientele or staff, may remain moot.

Primary Analytic Procedures[1]

The proposed SPRUCE system, as an experimental approach to the employment adjustment of UI claimants, had to be evaluated against the success rates of the customary system. The accomplishment of this objective demanded the establishment of a definably different experimental system, random assignment to Test and Control conditions, and the collection of followup data on the criteria of benefit exhaustion and employment over three points in time.

This triple followup was seen as essential to the determination of any time-dependent effects: that is, in the event that one approach should prove to be superior to the other, we wanted to know whether the gain was only temporary or if it would persist over a significant period of time. Since common research experience indicates that new service programs may appear to be more successful when judged from initial followup than they turn out to be ultimately, extended followup was considered necessary. We were reasonably sure that the 26-week point of data collection would provide us with a reliable indication of relatively lasting effects.

We also required a system that would provide us with multiple measures. In the research and evaluation of large service-oriented projects, a multiplicity of observations can greatly increase the confidence placed in the results. Thus, the design allowed us to consider in our interpretations both consistency within the data and stability over time. The sampling procedure, in which claimants were randomly assigned to the Test and Control groups for the duration of the Project, was necessary to avoid the bias that could have occurred as a general result of the passage of time or of possible economic improvement. It was considered that these conditions of measurement and control would be sufficient to yield information of the scope and reliability necessary to the intended evaluation of the SPRUCE program.

There was, however, an additional and unwanted source of variance for which, given the limitations imposed by a community-based, social-action project, there was no completely satisfactory solution: What do we do about the so-called Hawthorne Effect?[2] We sought to provide at least some counterbalance for this effect as a competing hypothesis: (1) Control claimants also received some special attention (i.e., interviewing, experimental participation instructions, and research followup) that would not ordinarily be encountered, and (2) we planned a final analysis that would help to reveal the incidence of specific differential effects related to claimant characteristics and to type of service. The logic of this latter statement is that if there is some general factor that represents a treatment received by all members of the Test group, such an overall effect should be observed in the outcome data. If the same general factor is also operative to the same extent in the Control group, comparisons between Test and Control on SPRUCE elements are still valid; if it is not, of course, one is faced with the possibility that any observed differences were produced by that factor. If, however, one notes a prevalence of differential effectiveness between Test and Control within claimant categories, it is not as logical to assume that such a factor would facilitate outcomes for certain claimant subgroups but not for others. In this case, such an analysis was also necessary in order to yield desired information on which types of claimants would be most benefitted by a SPRUCE-type program. If no general improvement factor were found to characterize the experimental group, it could be concluded that, to some extent, this particular effect had been successfully counterbalanced or had not existed as a source of bias.

The data were processed in several stages, as indicated by the following methodological outline. The entire sequence might be described as a sort of inwardly-spiraling procedure in which we advanced from general to specific questions, and in which each subsequent analytic procedure depended upon the results of the preceding analysis.

1. We first prepared histograms of the basic data on all claimant characteristics to permit visual inspection of the frequency distributions in each variable. Because much of the data was nominal in form (i.e., frequencies of categorical attributes like sex, race, marital status, employability, etc.)—and much of the ordinal data (for variables measured on a size-ordered scale, like age or earnings) was not normally distributed—most of the histograms showed severe distributional anomalies. The features of the histograms were therefore used to determine the most appropriate conversion of variables like age, education, earnings, weeks of unemployment, etc., to categorical (class interval) frequencies, and the required combination or segregation of categories whose frequencies were too small for analysis.

2. The object of the statistical analysis was to determine whether or not the distribution of any given characteristic was significantly different in the Test group as compared with the Control group. Such difference is possible to some extent because of the use of samples.

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1. The primary objectives of the Project were concerned with the evaluation of the relative impact of the SPRUCE system on employment and exhaustion of benefits to UI claimants; therefore, this section does not deal with the analytic procedures used in the ancillary investigations performed within the context of the Project but not essential to a comparative evaluation of SPRUCE and the regular system. This restriction has resulted in the exclusion of several research activities that are worth noting: (1) the analysis of the initial pilot data and the simulation of a model for the final report, (2) content analysis of counselor notes, and development of a checklist for organizing and summarizing them, (3) the analysis of a SPRUCE subgroup of counseled claimants, to relate such organized information to subsequent benefit exhaustion or reemployment, and (4) the selection of claimant characteristics to be included as criteria in a scale for predicting benefit exhaustion.

2. The term "Hawthorne Effect" arises out of experimental studies done at the Western Electric Corporation's Hawthorne plant. These studies revealed that observed changes in worker performance, which were at first attributed to specific industrial engineering factors being tested, were in fact motivational responses attributable to sociological and psychological effects generated merely by making a group of people the subjects of a special program.

To determine whether the difference was significant, the Chi Square (χ^2) distribution was used since many of the variables were qualitative and the same test can be used for quantitative data.[1]

3. The basic characteristics of the two claimant populations were tested in order to establish the equivalence of the two groups on all known nonexperimental factors that might be considered related to either exhaustion or employment. In making these decisions, we used a conservative confidence level ($p < .10$) in deciding whether to consider the Test and Control groups equal in terms of any particular characteristic. That is, only if χ^2 were so large as to be the result of a chance occurrence less than 10 times out of 100 would the difference between Test and Control be considered significant. (As indicated in the section on Project results, we found the two groups to differ in one characteristic, Reason for Becoming Unemployed. To adjust for this, additional work, described in item 5 below, was required to make the two distributions similar.)

4. We now had to establish, from the service data, whether in fact the Test and Control groups had been differently treated. The two groups were tested in terms of the type and amount of services provided. This indicated that Test claimants had indeed received far greater service, even in the types that were equally available to Control claimants at regular ES local offices.

5. Before proceeding with a general test of the relative effectiveness of the SPRUCE system, it was necessary to equate the experimental and control groups in terms of their basic characteristics. Since the two claimant populations were not equivalent on the variable of Reason for Becoming Unemployed, and since that variable had been found to be related to the followup criteria, we performed a randomized "deselection" procedure to equate the Test and Control groups on this variable.

6. Because of the possibility that this procedure had inadvertently produced biasing in other variables, it was then necessary to reestablish the equivalence of the study groups on all of the basic characteristics. These tests indicated that the groups were now equivalent on all primary dimensions.

7. At this point, we were ready to measure Test group outcomes against Control group outcomes in terms of the relative incidence of benefit exhaustion and employment at 3, 13, and 26 weeks past the termination of their claimant status. These results would not be biased by differences in characteristics and should be indicative of the overall effect of the experimental programs conducted by SPRUCE.

8. The final step was to provide further specific information for policymaking and administrative programming. We wanted to know the type of claimant most benefitted by SPRUCE-type programs, and the degree of superiority in terms of percentage increases in success rates; and, by determining which subgroups had not been helped by SPRUCE, to develop a focus for new experimental programs that might reach those specific claimant groups. In order to provide these data, and as the final step in our analytic procedure, each available claimant characteristic was used to pull a subgroup from the total SPRUCE population that would have that characteristic as a common definition. This subgroup was then split into its Test and Control components and tested against the outcome criteria of employment and exhaustion. This analysis involved over 500 comparisons.

In brief, the primary analytic sequence involved a logical progression aimed at providing answers to the basic questions required by a complete evaluation:

1. How effective is the SPRUCE program in comparison with the customary UI and ES activities for claimants?
2. What specific kinds of services seem most likely to yield positive results?
3. What specific kinds of claimants are most likely to profit from additional services?

When the impact of service programs is of some known type and amount, the experiences of a project such as this can provide an impetus for positive change. The function of an analytic design is to provide an objectively-based rationale for either the continuance or revision of specific types of programs.

1. For technical discussion, see Suits, Daniel B., *Statistics: An Introduction to Quantitative Economic Research (1963)*, pp. 142-153.

Statistical Adequacy

As already pointed out, enrollees in Project SPRUCE were selected by age, duration of claim, prospects of recall (by employer or union), etc., to provide a Project population having a high likelihood of benefit exhaustion, but with a capacity for restoration to the employed work force. Consequently, they cannot be regarded as representing the general UI claimant population.

But it is necessary, in order to permit meaningful interpretation of differential results, to establish that the Test and Control groups are substantially equivalent. This is discussed both in respect to the basic characteristics of the enrollees and in respect to their accessibility for followup.

Comparability: Test and Control

UI claimants were assigned to the Test or Control group on the basis of *odd* or *even* Social Security numbers. While this procedure should have led to nonbiased assignment, tests of the basic characteristics of the two groups were made to determine whether the Test and the Control groups were truly comparable. This step was considered to be necessary for the interpretation of any subsequent differences that might be observed.

One major characteristic that might be expected to be related to later success would be the demonstrated earning power of the claimant; therefore, the hourly rate of pay of claimants was obtained from the characteristics data. A comparison of the Test and Control groups on earnings before unemployment indicated that the groups were comparable. The percentage distributions were almost identical, and the Chi Square of 1.208 (with 4 degress of freedom, $p > .80$) is very far from challenging the null hypothesis of equality.

Percent Distribution of Earnings of SPRUCE Claimants Before Unemployment

Hourly earnings	*Test group*	*Control group*
Total	100	100
Less than $2.00	21	20
$2.00–2.99	34	37
3.00–3.99	32	31
4.00–4.99	8	7
5.00 or more	5	5

$X^2 = 1.208$ (with 4 degrees of freedom).
Probability of occurrence by chance, $p > .80$.

Statistical tests were also run on 12 additional characteristics. (See table on page 10.) With one exception, the sampling procedure seems to have led to samples that were highly comparable; and, in fact, the percentage compositions of the Test and Control groups were very similar. Most of the differences that did exist could easily have occurred through random selection. One characteristic, Reason for Becoming Unemployed, however, showed a significant difference ($\chi^2 = 14.841$, d.f. 6, $p < .05$)[1] between Test and Control claimants.

The definitions involved in the technical classifications of Reason for Becoming Unemployed should be understood as follows:

SEASONAL: Unemployment based on customary reduction or cessation of operations at certain times of year because of dependence on climate, consumer demand, style change, etc.

IRREGULAR: Unemployment based on the sporadic nature of demand inherent in the production of certain goods, the performance of certain services, or the availability of certain contracts or materials; or on unforeseen events—e.g., fire, delays in prior processing, etc.—which interrupt an otherwise regular production process; or on work-sharing arrangements.

CYCLICAL: Unemployment based on the contraction or slowdown of the general economy affecting different industries in turn, as triggered by tight money, inventory accumulations, etc.

STRUCTURAL: Unemployment based on shutdown of plants due to migration of industry, or on a change in the staffing pattern within an industry, or on the size or number of firms within an industry, as triggered by credit and financial difficulties or by long-run changes in demand for product, in mode of marketing, in use of materials, in union influence, etc.

TECHNOLOGICAL: Unemployment based on a change in the techniques of production, reducing the need for certain occupations, skills, or talents.

FRICTIONAL: Unemployment based on individual workers' and employers' trial-and-error processes in finding the right match of man and job; such unemployment may occur upon a worker's entry or re-entry into the labor force, or as a result of his dissatisfaction with working conditions on the job, or upon his employer's decision to replace him.

REDUCED EMPLOYABILITY: Unemployment based on impaired productive value of the individual worker because of physical condition, as triggered by aging, illness, handicap, accident, pregnancy, etc., or because of limited availability due to increased family and home responsibilities.

The three types of Reason for Becoming Unemployed that show the greatest imbalance between Test and Control are seasonal, cyclical, and technological. Only 37 percent of the seasonal layoffs were in the Test group; and only 37 percent of those whose unemployment was cyclical or technological were in the Control group.

1. That is to say, a difference represented by a χ^2 as large as 14.841 (with 6 degrees of freedom) would be expected to occur by chance less than 5 times out of 100.

Characteristics of SPRUCE Claimants

Characteristics	Test group		Control group	
	Number	Percent	Number	Percent
Total enrollees	482	100.0	542	100.0
Age				
Under 25	86	17.8	95	17.5
25–34	122	25.3	126	23.2
35–44	102	21.2	110	20.3
45–54	115	23.9	127	23.5
55–64	57	11.8	84	15.5
Sex				
Male	235	48.8	286	52.8
Female	247	51.2	256	47.2
Marital Status				
Single	132	27.4	156	28.8
Married	262	54.3	304	56.1
Widowed, divorced, separated	88	18.3	82	15.1
Head of family				
Yes	283	58.7	335	61.8
No	199	41.3	207	38.2
Population group				
White	354	73.4	422	77.9
Nonwhite	128	26.6	120	22.1
Primary wage earner				
Yes	291	60.4	351	64.8
No	191	39.6	191	35.2
Reason for becoming unemployed				
Seasonal [a]	25	5.2	43	7.9
Irregular	180	37.3	202	37.3
Cyclical	31	6.4	18	3.3
Structural	99	20.6	111	20.5
Technological	27	5.6	16	2.9
Frictional	76	15.8	99	18.3
Reduced employability	44	9.1	53	9.8
Education				
Less than 8 years	24	5.0	35	6.5
8 years	50	10.4	62	11.4
9–11 years	134	27.8	155	28.6
12 years	174	36.0	174	32.1
13–15 years	74	15.4	86	15.9
16 years or more	26	5.4	30	5.5
Number of dependents				
0	227	47.1	279	51.5
1–3	201	41.7	219	40.4
4 or more	54	11.2	44	8.1
Barrier to reemployment				
Yes	348	72.2	376	69.4
No	134	27.8	166	30.6
Employability				
Job-ready	347	72.0	393	72.5
Not job-ready	135	28.0	149	27.5
Physical handicap				
Yes	55	11.4	61	11.3
No	427	88.6	481	88.7

a. Claimants on seasonal layoff were enrolled in the Project only if their industry attachment was so tenuous as to render doubtful the expectation of recall, or if they expressed interest in other employment.

Unfortunately, even if these differences happened by chance, the Test and Control groups are not really comparable here in terms of this characteristic. To the extent that differences in outcome are related to seasonal, cyclical, and technological reasons for unemployment (which does seem likely), outcome comparisons between the total groups can be distorted. In fact, if any of these categories are related to outcome, then the larger number of Test group subjects in one of them and of Control group subjects in the other two could either amplify or negate relationships between Test group membership and outcome.

To check this, the relationship between Reason for Becoming Unemployed and outcomes was tested. The following table summarizes the results:

Reason for Becoming Unemployed and Outcome Variables for all SPRUCE Claimants (Test and Control)

Reason for becoming unemployed	*Percent exhausting*	*Percent employed at:*		
		3 weeks	*13 weeks*	*26 weeks*
Seasonal	83.9	33.9	37.7	39.1
Irregular	70.4	51.9	55.4	59.1
Cyclical	71.7	58.5	64.9	69.7
Structural	77.3	36.6	45.9	48.9
Technological	82.5	52.8	44.1	54.5
Frictional	80.8	36.9	41.3	47.0
Reduced employability	90.1	22.4	22.6	19.0
Chi Square (d.f. 6)	20.404	38.935	38.461	55.990
Significance level (i.e., probability of occurrence by chance)	$p<.01$	$p<.001$	$p<.001$	$p<.001$

All of the outcome variables are thus shown to be highly related to the reason for becoming unemployed. The exhaustion rates for irregular and cyclical are markedly low, and for reduced employability markedly high, compared to the other categories. The employment rates of those with reduced employability or seasonal layoff are uncommonly low at all three followups; the structural and frictional cases tend to have low rates at 3-week followup but catch up somewhat by 26 weeks.

These relationships indicate that the overall tests of effectiveness of SPRUCE could be distorted.

There are two different approaches that might be used to correct for this problem. Correlational methods could be used to compensate for the differences between the groups, or the groups can be brought into balance by randomly "deselecting" some claimants in order to equate the groups on Reason for Becoming Unemployed. The latter approach is preferred. Fortunately, the number of subjects in the study was sufficiently large so that deselection did not radically alter the power of the tests applied.

A table of random numbers was used to remove subjects from those cells containing the larger frequencies, giving the following results:

Comparative Distributions of Reason for Becoming Unemployed

Reason	*Original (whole) sample*		*Deselected (equated) sample*	
	Test	*Control*	*Test*	*Control*
Total	482	542	450	450
Seasonal	25	43	25	25
Irregular	180	202	177	177
Cyclical	31	18	17	17
Structural	99	111	98	98
Technological	27	16	16	16
Frictional	76	99	76	76
Reduced employability	44	53	41	41

The analysis of characteristics of claimants, comparing Test and Control groups, was then repeated to make sure that the deselection process had not accidentally led to other differences that would be critical. The data did not indicate any significant difference between the two groups after deselection. We were thus reasonably assured that further comparison between the Test and Control groups would not be biased by differences in the types of claimants that they served. The first table on page 12 summarizes the effects of the deselection.

Comparative Analyses of Test and Control Group Differences on Basic Characteristics

Characteristic	Degrees of freedom	Original sample		Deselected sample	
		Chi Square	Approximate probability [a]	Chi Square	Approximate probability [a]
Age	8	5.724	$p > .50$	3.977	$p > .80$
Sex	1	1.487	$p > .20$	2.352	$p > .10$
Physical handicap	1	.000	$p > .98$	.009	$p > .90$
Marital status	3	1.961	$p > .50$	2.526	$p > .30$
Head of family	1	.896	$p > .30$	1.348	$p > .20$
Primary wage earner	1	1.916	$p > .10$	2.531	$p > .10$
Reason for becoming unemployed	6	14.841	$p < .05$ [b]	—	—
Education	5	2.541	$p > .70$	1.504	$p > .90$
Number of dependents	5	6.324	$p > .20$	5.092	$p > .30$
Barriers to reemployment	7	8.957	$p > .20$	8.297	$p > .30$
Population group	1	1.775	$p > .10$	1.049	$p > .30$
Employability	1	.013	$p > .90$	.140	$p > .20$

a. The estimate is conservative. A difference (Chi Square) between Test and Control groups as large as the one obtained would occur by chance *more often than this.*
b. A difference this large (14.8) would occur by chance *less often than this.*

At this point, the Test and Control groups were considered equivalent. However, in subsequent analyses, the impact of SPRUCE on outcome—exhaustion of benefits, employment at 3 weeks, 13 weeks, and 26 weeks—was determined for both the original groups and the deselected (or equated) groups.

Followup Response Rates

Benefiting by the Trial Run experience, the improved followup procedures in the full-scale phase were carried out as summarized below, with the forms shown in Appendix B. As the summary figures show, response rates were very high, ranging between 91 percent and 100 percent.

The reason that smaller proportions of the Test group than of the Control group were due for followup is that involvement of Test claimants in Project services has the effect of delaying their termination (i.e., cessation of service) from the Project; and with terminations occurring nearer the end of the Project there are instances of insufficient time left for followup.

Summary of Followup Response Rates

Interval after termination from Project	Number due		Replies	
	Count	Percent of group total	Count	Percent of number due
		Test group (total 482)		
3 weeks	457	94.8	457	100.0
13 weeks	441	91.5	421	95.5
26 weeks	415	86.1	379	91.3
		Control group (total 542)		
3 weeks	542	100.0	519	95.8
13 weeks	542	100.0	508	93.7
26 weeks	526	97.0	481	91.4

SPRUCE Phase II Followup Activity

Stage	Test group (482)			Control group (542)		
	Attempts	Replies		Attempts	Replies	
		All	Employed		All	Employed
3-WEEK FOLLOWUP (F1)						
Records	457	457	208	542	519	199
No record:						
Not due [a]	25			—		
No reply		—			23	
13-WEEK FOLLOWUP (F2)						
Letter: Initial	441	233	101	542	307	130
2nd request	213	115	66	237	123	59
Telephone	99	53	27	114	54	25
Community Worker	30	11	8	46	12	5
Certified mail	24	9	4	36	12	6
Record received		421	206		508	225
Balance (no record):						
No attempt (not due) [a]	41			—		
No reply		20			34	
Deceased		4			—	
Unreachable		6			6	
Refusal		—			2	
Other nonresponse		10			26	
26-WEEK FOLLOWUP (F3)						
Letter: Initial	415	208	102	526	290	117
2nd request	198	85	54	231	124	66
Telephone	100	57	30	90	49	22
Community Worker	46	19	15	43	14	7
Certified mail	33	10	6	25	4	3
Record received		379	207		481	215
Balance (no record):						
No attempt (not due) [a]	67			16		
No reply		36			45	
Deceased		4			—	
Unreachable		10			11	
Refusal		—			2	
Other nonresponse		22			32	

a. Project ended before due date for followup.

Relative Impact of the SPRUCE System

Characteristics of Test Claimants

The clientele of Project SPRUCE were, as stated, initially screened and selected to represent a special potential for UIB exhaustion as well as for restoration to employment. And indeed, the profile emerging from the subsequent tabulation of their characteristics does set them apart from the general UI claimant caseload for Buffalo and the State.

The typical Test claimant was under 45 years of age (over two-fifths in the 22-34 years group), white, married, primary wage earner, nonveteran, nonhandicapped, a high school graduate, had 10 years or more of gainful employment, and did not cite any of the listed barriers to reemployment. The group—49 percent male and 51 percent female—had a median personal income of $4,200 in 1969, with a median of $2.82 hourly earnings on last full-time job. The *current spell* of unemployment for 85 percent of them was 14 to 52 weeks long at time of intake. Almost three-fourths (72 percent) of the entire group were rated as job-ready—i.e., qualified for immediate referral to employment—at time of intake. Slightly over one-fourth of the entire group had interrupted their UI claim to take employment on at least one occasion before their last termination from the Project.

Besides excluding youths under 22 years and workers aged 65 and over, the Test group's male/female ratio of 49/51 was in contrast with the 54/46 ratio among all UI beneficiaries in the State and a 67/33 ratio for Buffalo in 1970. The general proportion of nonwhites in the caseload was 13 percent for the State and 11 percent for Buffalo; the Test group's proportion was 27 percent.

In educational attainment also a marked difference appears: the Test group was better-educated.

School years completed	*Percent of general caseload*		*Percent of Test group*
	State	*Buffalo*	
0–8	32%	22%	15%
9–11	26	29	28
12 or more	42	49	57

Not surprisingly, the screening for Project SPRUCE enrollment affected the occupational and industrial distribution too. The SPRUCE group showed larger proportions from professional and clerical and sales occupations, and fewer workers from the construction industry.

Occupation	*Percent of general caseload*		*Percent of Test group*
	State	*Buffalo*	
Professional and managerial	9%	7%	12%
Clerical and sales	16	16	32
Service	8	9	10
Other	67	68	46
Industry			
Manufacturing	50	45	46
Contract construction	11	19	3
Wholesale and retail trade	11	11	24
Services	10	8	10
Other nonmanufacturing	18	17	17

Relative Incidence of Services

The SPRUCE project provided a significant number of services to UI claimants that are not typically available. To a considerable extent, the components of the SPRUCE program may be defined in terms of these services. Four months after the close of Phase II, a check of ES records produced the following summary of services furnished the Test and Control groups, respectively:

	Number of persons served	
	SPRUCE Office	*Regular Local Office*
Total Phase II claimants	482 (Test)	542 (Control)
In-depth interviews	448	[a]
ES applications	82 [b]	478
No service recorded beyond visits and applications	101 [c]	306
Counseling	136	61
Testing	39	20
Training	54	9
Vocational rehabilitation (medical)	20	3
Education	6	3
Job-search assistance	212	[a]
Job development	112	58
Job referral	219	184
Placement	70	32

a. Not covered in regular reporting system.

b. Applications for service (Form ES67) were prepared for Test clients during the in-depth interview at the SPRUCE Office in those cases for which no Local Office record was found; the other 366 had their applications transferred to Project SPRUCE from their L.O.'s.

c. Includes 33 of the 34 who terminated before the in-depth interview could be done. Among the remaining 68 were nine who received initial diagnoses of major need (training, education, or rehabilitation service), but accepted no implementation. The Project experience with respect to refusals of service was so slight, and the observable relationship between motivation and incentive payments so vague, that little can be said or substantiated concerning these elements of evaluation. Altogether, 19 others were recorded as declining offered services in the three major categories, but they accepted alternative service plans.

The figures show clearly that 56 percent of the Control group received no services beyond registering and visiting at the regular Local Offices. On the other hand, because of the special attention made available by Project SPRUCE, only 21 percent of the Test group failed to receive defined services at the SPRUCE Office.

Although the Test group was smaller than the Control group (482 vs. 542), twice as many in Test as in Control received counseling, testing, and job-development services; one-fifth more received job-referral service. Resulting placements benefited more than twice as many Test claimants as Control claimants (70 vs. 32) despite the fact that 30 Test claimants were still in training and not yet available for placement.

Training and vocational rehabilitation (medical) were multiplied sixfold in Project SPRUCE, benefiting 54 persons and 20 persons, respectively, in the Test group—as against nine and three Control claimants, respectively, who benefited through their regular Local Offices.

These differences must be viewed in conjunction with the fact that at time of intake three-fourths of the claimants in each group were rated job-ready. The frequent contacts with ES staff at the SPRUCE office may have revealed needs that were not initially recognized. But the Local Office staff, without such opportunity to develop fuller diagnoses, is relying on its initial judgment and concentrating its service on the known needs initially observed.

Groups singled out for service may differ in both positive and negative ways. Claimants were selected for particular services because they were apparently in need. That fact alone is likely to be predictive of greater difficulties in finding and maintaining employment. Or, conceivably, persons so selected and serviced might be a high success group just because of that. To establish clearly the relative effectiveness of a particular service we would have had to design a comparison between a group that needed and got the service and a group that needed but did not get the service. However, the fact that certain services may be reliably associated with positive or negative outcomes does provide useful information and constitutes a desirable beginning.

Only those categories which yielded significant relationships are discussed in the following sections.

Test Group Services and Employment

Test claimants who received services beyond initial interviews and application procedures were more likely to be unemployed at the 3-week and 13-week followup. Test claimants who were not selected for additional services appear to have a higher subsequent rate of employment. One might assume that this reflects the ability of Project staff to distinguish between those claimants who are most in need from those who are most likely to be able to function independently. By the 26th week, the employment rate in both groups had increased and the differences between them were no longer significant, even though the employment rate for the group which had received no additional services was still higher (64 percent vs. 52 percent).

Test claimants who received In-Depth Interviews (IDI) were also less likely to be employed, since 26 of the 34 who terminated before the IDI did so to accept employment. This group consequently showed a sizable and statistically significant advantage that was consistent at all three points of followup.

The category of desk interviews, which includes all interviews not classified elsewhere, was also highly related to employment. Those claimants who had desk in-

Employment Status of SPRUCE Claimants at 26-week Followup, by Project Group and Selected Services Received

Services	*Test group*		*Control group*	
	Total followup records	*Percent employed*	*Total followup records*	*Percent employed*
Total respondents	379	54.4	479	45.1
Received	293	51.5	209	42.1
Not received	86	64.0	270	47.4
Job-search plan				
Received	174	46.6	X	X
Not received	205	61.0	X	X
Job development				
Received	88	53.4	51	45.1
Not received	291	54.6	428	45.1
Testing				
Received	26	38.5	22	27.3
Not received	353	55.5	457	46.0
Counseling				
Received	79	48.1	56	32.1
Not received	300	56.0	423	46.8
Referral				
Received	180	55.6	162	44.4
Not received	199	53.3	317	45.4
Placement				
Received	62	72.6	27	55.6
Not received	317	50.8	452	44.5
Training				
Received	12	(a)	6	(a)
Not received	367	55.0	473	45.5
Education				
Received	2	(a)	3	(a)
Not received	377	54.4	476	45.4
Vocational rehabilitation				
Received	9	(a)	3	(a)
Not received	370	54.6	476	45.2

a. Not computed; base too small.

terviews were less likely to be employed. At the 3-week followup, 68.3 percent of those Test claimants who had not had desk interviews were employed, as compared with 40.9 percent of those who had such interviews. Again, such results probably indicate that Project staff worked most with those claimants who were most in need. It is impossible to state that desk interviews are or are not necessary or effective. It is, for example, quite possible that the employment rates in the interviewed group would be even less if such additional attention were withheld. In any case, it is fairly clear that *not* having such interviews scheduled probably reflects some positive evaluation by a UI interviewer. While the differences were slightly less, those in the Test group who had no desk interviews maintained their advantage at 13 weeks and at 26 weeks. At the final followup, 71.9 percent of the 89 respondents who had no interviews were still employed. This compares with 49.3 percent of the interviewed respondents.

Many of the services provided by SPRUCE appear to have some predictive value for negative outcomes. In addition to more services, in-depth interviews, and desk interviews, the development of a Job Search Plan and job-search followup were substantially related to being unemployed. However, in cases where job-search assistance and followup were known to have led to claimant reemployment (without ES placement service), this outcome was more than temporary; such reemployed claimants tended to maintain employment. At the 26-week followup, 17, or 81 percent, of 21 such respondents were still working.

Generally, Test claimants *placed* by SPRUCE were much more likely to be employed at each of the followup points than those who found employment on their own. It appears that a larger proportion of claimants who were provided with ES placement services at the SPRUCE office (Test) tended to maintain employment than either those who did not receive such service at all or who received it at a regular local office (Control). Their terminal employment rate (73 percent) was closest to that achieved by the claimant group who found reemployment by themselves as a result of job-search planning.

Test Group Termination Status and Employment

As one might expect, the exhaustion of benefits is an excellent predictor of unemployment. Claimants who exhaust are not as likely to find employment later. While the differences decreased over time, they were quite large at all followup points. About 66 percent of the respondents had exhausted their benefits. Of this group, 68.8 percent were unemployed at 3 weeks in comparison with only 21.8 percent unemployed in the nonexhaustee group. The 13-week followup revealed little change; benefit exhaustion was still highly related to unemployment. By the 26-week followup, 58.5 percent of the exhaustees were still unemployed, while unemployment had fallen to 19.7 percent in the nonexhaustee group. To put it another way, 80.3 percent of the 127 respondents who had not exhausted their benefits were employed after 26 weeks following the termination of UI services. It is apparent that the majority of claimants who exhaust their benefits can be expected to be out of work later on.

On the other hand, terminating enrollment in order to go to work is an excellent predictor of employment: 3 weeks later, 96.2 percent of persons who terminated for that reason were still working. Of those who terminated enrollment for other reasons, only 31.5 percent were employed. By the 13-week point, 91.2 percent in the "to work" group were employed; and, by the 26-week point, 89.8 percent were still employed, in comparison with an employment rate of 42.2 percent in the remainder of the claimant group. Even though these differences were somewhat smaller than at the initial followup point, they were highly significant nevertheless.

Claimants were terminated if they ceased to file; but their failure to file was apparently not due to their finding employment. At least, of the 14 non-filers who responded to the followup questionnaire, only one was employed at 3 weeks; at the 13-week followup, two were employed and, by the 26th week, three had found jobs. At this point, the differences were no longer statistically significant. If greater numbers of claimants had been involved in this category, the differences in employment rates would have been beyond a chance expectancy (25 percent vs. 55.7 percent).

Those claimants who had had their collection of benefits interrupted by a spell of employment were more likely to be employed at followups than those without such interruption of claim. Of the 122 respondents who had a prior claim-interruption for work, 73 (59.8 percent) were employed at the 3-week followup; claimants who had no prior interruption for work were less apt to be employed at that time (42.3 percent). Even though at the subsequent followup points, the differences fell short of acceptable levels of significance, the fact that a claimant had his enrollment interrupted for work appeared to be a consistently favorable indication. At the final point of followup, 63.4 percent of the claim-interrupted group were employed, as compared with 51.5 percent of those claimants who had no such interruption.

Test Group Services and UIB Exhaustion

There are many significant relationships between exhaustion and services provided for clients. All of them indicate that the exhaustion rate is higher in cases where service was provided. Again, this finding does not suggest that the service led to higher exhaustion rates. Rather, it indicates that the SPRUCE counselors and staff were quite sensitive to the needs of the SPRUCE claimants and were offering service to those who needed it most.

The first three items in the table (page 17), the relationships with interviewing, suggest either that claimants with higher probability of success were not felt to need such interviews, or that some selection factor such as early return to a job, prevented them from being interviewed.

Test claimants who received more than four counseling interviews, or job-search planning and followup, were very likely to be claimants who were recognized as having employability problems. SPRUCE attempted to provide help; Project staff spent considerable effort on these

Significant Relationships Between Services Provided Test Claimants and Exhaustion

Services	Receiving service		Not receiving service		Chi Square	Significance level (Probability of chance occurrence)
	Number	Percent exhausting	Number	Percent exhausting		
Desk interview	326	82.2	92	46.7	45.55	.001
Service beyond initial interview	330	86.2	88	48.9	36.49	.001
In-depth interview	388	79.1	30	13.3	59.88	.001
Job-search plan developed	191	86.9	227	63.9	27.70	.001
Job-search followup	166	88.0	252	65.5	25.38	.001
Job-development contact	101	83.2	317	71.6	4.78	.05
Referral	200	80.0	218	69.3	5.76	.02
Training need identified	73	84.9	345	72.2	4.50	.05
Referred to training	45	91.1	373	72.4	6.44	.02
Enrolled in training	34	91.2	384	72.9	4.54	.05
Medical rehabilitation need identified	32	96.9	386	72.5	7.96	.01
Referred for medical rehabilitation	20	100.0	398	73.1	5.88	.02
Enrolled in medical rehabilitation	16	100.0	402	73.4	4.41	.05
Counseling	100	90.1	210	68.6	18.56	.001

claimants. But they still exhausted at a higher rate than the claimants who did not receive such services. The exhaustion rate was also exceptionally high for claimants identified as needing training, particularly for those actually enrolled in training. The need for medical rehabilitation was one of the most critical items in predicting exhaustion of benefits. All but one of the 32 claimants seen as having this need exhausted. Although not many claimants have this particular problem, it is highly predictive of exhaustion.

Overall Exhaustion Outcomes: Test vs. Control

We are concerned here about the overall effect of the SPRUCE system as evidenced by comparisons of Test group outcomes and Control group outcomes. Has SPRUCE brought about a lower rate of UI benefit exhaustion in the Test group as compared with the Control group?

The analysis of benefit exhaustion as an outcome indicated, at first, that the SPRUCE program may have had some positive effect. Exhaustion vs. nonexhaustion was run against Test and Control group status. It appeared that 72.1 percent of the Control claimants exhausted their benefits in comparison with a smaller percentage (65.1 percent) of Test claimants. Since the nonexhaustion group included a large group of claimants who had been enrolled in training, as well as substantial numbers of claimants terminated for reasons like expiration of the benefit year, etc., the analysis was rerun. The most appropriate analysis, it was thought, should involve only those claimants for whom exhaustion was a possibility. Essentially, this meant comparative analyses of the outcomes of "exhaustion" and "to work."

Analyzed in this way, the Test and Control groups did not differ in terms of their exhaustion rates, either for the original total sample or for the deselected, equated groups. Originally, it was observed that 74.2 percent of the Test group exhausted their benefits as compared with 78.5 percent of the Control group; 25.8 percent of the Test group terminated "to work" as compared with 21.5 percent of Control claimants. These differences yielded a nonsignificant Chi Square of 2.10 ($p > .10$). The data obtained from the equated sample were very similar. Reference to the following table indicates that the exhaustion rate for the Test group was 74.4 percent, compared with 77.9 percent for the Control group. In this case, 25.6 percent of Test claimants terminated, "to work," while the rate for Control claimants was 22.1 percent. Even though the percentage differences were very slightly altered, the Chi Square obtained was reduced to 1.19; and, of course, it was still nonsignificant ($p > .25$). The observed difference is nearly 4 percentage points; however, a difference of that magnitude could occur by chance more than one-fourth of the time.

Exhaustion Outcomes of Equated Groups

Group	Exhaustions	Non-exhaustions	Percent exhausting
Test	294	101	74.4
Control	325	92	77.9

It may be concluded that if SPRUCE had an effect on the exhaustion of UI benefits, it was minimal. Two reservations, however, must be stated concerning this. The first, in regard to the meaning of statistical significance testing, is that it has a directional limitation:

> "It is worth reminding ourselves once more that low significance does not necessarily imply absence of relationship . . . The significance level is used to evaluate the evidence. The lower the risk, the higher the significance of the evidence. Highly significant evidence is taken to show the existence of the relationship. Nonsignificant evidence shows nothing one way or the other." [1]

More important is the recognition that the exhaustions under study occurred not in the kind of high-demand labor market which gave rise to the SPRUCE concept, but in a period of economic decline and limited employment opportunities. Some basic investigations still need to be made into the theoretical conditions of elasticity in the exhaustion rate.

1. Suits, Daniel B., op. cit., pp. 148-151.

Overall Employment Outcomes: Test vs. Control

It may be stated with considerable confidence, however, that the SPRUCE system did have a significant overall effect on employment. The table below shows the results obtained when tests were run on the original whole Project sample and on the deselected equated sample.

Gains in employment were indicated for both the Test group and the Control group at each followup; but it appeared that the SPRUCE program resulted in higher rates of claimant employment for the Test group at both 3 and 26 weeks. Employment gains by Control claimants at the 13-week point reduced Test-Control differences to such an extent that they could be accounted for by uncontrolled "chance" factors. The reanalysis, in which equated groups were tested, did not alter these basic conclusions.

In this final analysis, 48 percent of the Test group and 39 percent of the Control group were employed at 3 weeks. As reference to the table below will indicate, the difference of 9 percent was statistically significant. At 13 weeks, 49 percent of the Test group and 45 percent of the Control group were employed. The difference of about 4 percent was not significant. At 26 weeks, 55 percent of the Test group and 46 percent of the Control group were employed. The difference in employment percentages between the groups was again statistically significant.

There was, therefore, a definite effect on employment following termination of SPRUCE services, and this effect could still be observed for as long as 6 months.[1] Comparison of the different trends during this period is interesting. The Test group started with about a 9-percent advantage at 3 weeks. By 13 weeks, the Control group had increased in rate of employment while the Test group did not. From this point on, the rate for the Control group did not show much further increase; on the other hand, the Test group climbed even higher in employment. The implication may be that SPRUCE not only had an immediate effect on employment but that some SPRUCE claimants actually benefited from the services following a considerable length of time. This long-term difference and the fact that it emerged more than 3 months later, suggests that SPRUCE may have had effects that might turn out to be relatively enduring for some claimants. These trends may be observed in the chart on the next page.

1. This effect is of considerable importance. It is more usual to find that the effects of experimental programs produce short-term gains that dissipate over time periods of even moderate length.

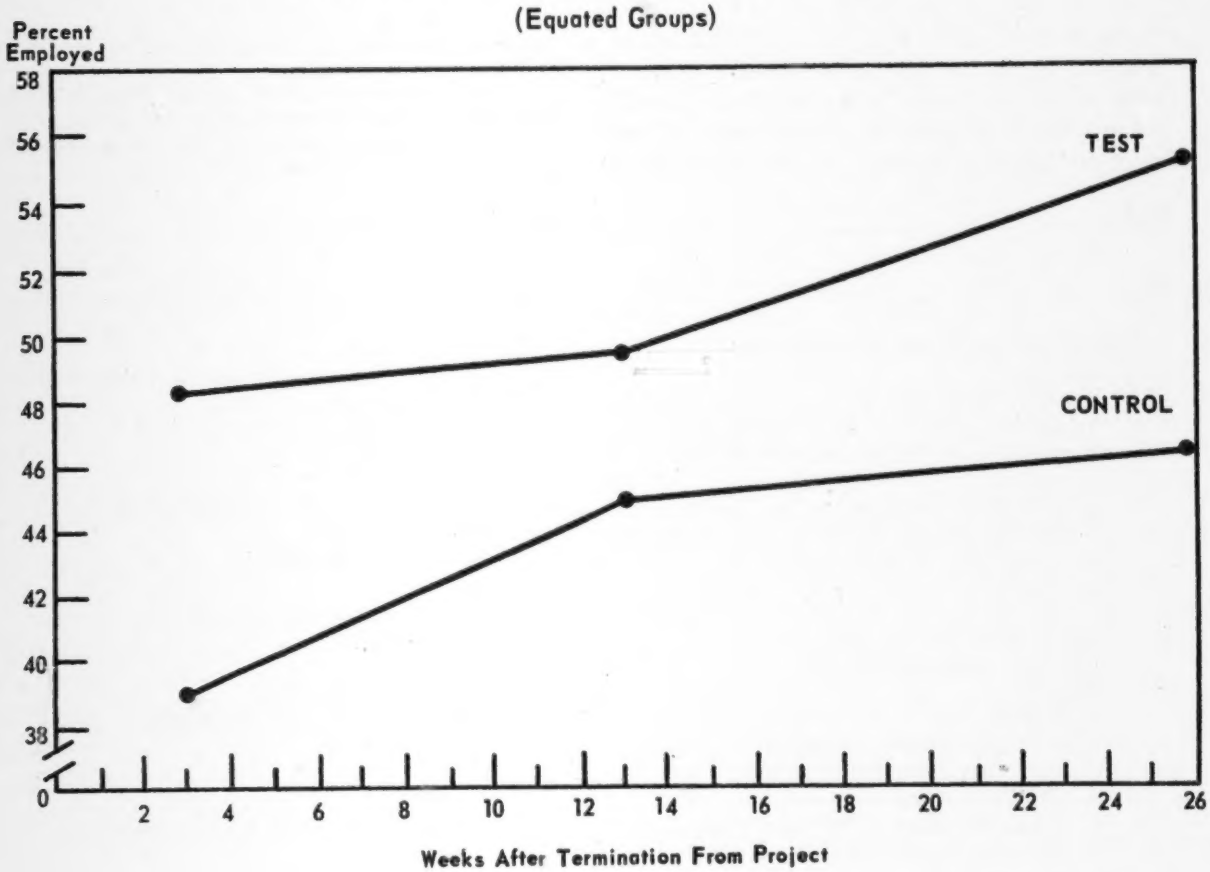
Employment Outcomes of Test and Control Groups at Followup Periods

Followup period	*Test group*			*Control group*			*Chi Square*
	Employed	*Not employed*	*Percent employed*	*Employed*	*Not employed*	*Percent employed*	
			Original Groups				
3 weeks	203	226	47.3	199	320	38.3	7.385 [a]
13 weeks	203	212	48.9	225	282	44.4	1.710
26 weeks	204	169	54.7	215	265	44.8	7.840 [a]
			Equated Groups				
3 weeks	184	197	48.3	169	263	39.1	6.567 [b]
13 weeks	180	186	49.2	191	233	45.0	1.186
26 weeks	183	148	55.3	186	218	46.0	5.859 [b]

a. Significant at 1 percent level.
b. Significant at 2 percent level.

RATE OF EMPLOYMENT AT FOLLOWUP INTERVALS

(Equated Groups)



Interviewing and Counseling Processes in Client Evaluation

In the planning phase of Project SPRUCE, it was recognized that the interviewing and counseling processes would be the major source of the background information and insights necessary for effective diagnostic and prognostic appraisals. A means was therefore sought to assure maximum and effective utilization of the case findings that are developed by these processes.

Upon analysis of Counselor notes found in Trial Run case files, the following checklist was drawn up for use as a standardized summary of evaluative information gathered in employment and counseling interviews.

Name_____ Social Security No._____

Date_____ Counselor or Interviewer_____

A. Disabilities (underline appropriate one)
   1. Physical
   2. Epilepsy, emotional, language
      a. actually limiting work possibilities
      b. actually not limiting work possibilities
      c. unknown
      d. individual compensating for disability
      e. Individual using disability as a means for justifying unemployment
      f. none

B. Attitude toward reemployment
   1. Interferes with reemployment
      Remarks:
      a. realistic
      b. unrealistic about capabilities
      c. unrealistic about job availability
      d. unrealistic about salary
      e. unrealistic about working conditions
      f. changing attitudes prevent reemployment
      g. other remarks:
   2. Does not interfere with reemployment

C. Cooperation
   1. Not cooperative
   2. Cooperative
   3. Does not accept referrals (other agencies and job interviews)
      a. misses appointments or is late
      b. any other reason:

D. Alcohol or drug problem (check one if applicable)
   1. Yes, if so
      a. interferes with job
      b. does not interfere with job
   2. No

E. Previous employer's recommendation
   1. Does interfere with reemployment
   2. Does not interfere with reemployment
   3. Will help employment

F. Environmental conditions that limit job success
   1. Child care
   2. Care of others
   3. Available employment pays less than welfare
   4. Other (specify)
   5. Transportation
   6. Garnishment

G. Personal conditions that limit job access
   1. Criminal record
   2. Minority membership
   3. Age
   4. Can get job but cannot hold job
   5. Other (specify)

H. Interpersonal relationships
   1. Do interfere with job possibilities
      a. marital status
      b. supervisor conflicts
      c. peer
   2. Do not interfere with job possibilities
   3. Other (specify)

I. Personal appearance
   1. Does interfere with job possibilities (specify)
   2. Does not interfere with job possibilities

J. Medication
   1. Does interfere with job possibilities (specify)
   2. Does not interfere with job possibilities

K. For cases where success is not apparent (circle one)
   1. Problems are resolved but new problems constantly emerge
   2. The problem(s) that limit employment are highly consistent and cannot be resolved over time
   3. Problems likely to be resolved over a longer period of time
      Remarks:

L. Counselor notes suggesting critical incidents
   1. Unfavorable
   2. Favorable

M. Factors that increase probability of work (specify)

Counselors and Interviewers who used it in 182 of the Phase II Test group cases have found the checklist helpful in sharpening diagnostic insights. They accordingly have advanced the idea of using it as the basis of a new instrument yet to be developed: a questionnaire to be answered by the client himself to achieve a self-appraisal, enhancing his participation and commitment in the planning and rehabilitation process.

Statistical analysis of the 182 checklist records (all of which were on Test group claimants) was limited to the 156 cases whose subsequent termination status became "exhaustion of UI benefits" or "UI claim discontinued for employment." Among these, the exhaustion rate was 84.6 percent; employment at the 26-week followup was only 29.4 percent (based on 119 respondents at that point). As expected, these rates for a particular service group (special diagnostic effort or counseling) compare unfavorably with the overall Test group rates of 74 percent exhaustion and 55 percent endpoint employment.

Given a population in which base rates of failure are so excessively high, it is surprising that any other identifying features could be found that would be related significantly, either positively or negatively, to outcomes that were considered criteria; nevertheless, each variable on the Interview Checklist was tested for a possible relationship to post-SPRUCE employment and exhaustion of UI beneifts. A summary of these relationships is presented in a table (see page 23) at the end of this chapter. In the following pages, a number of the more salient factors have been given further attention. At least a few of the characteristics that counselors are able to note may prove to have predictive value.

Physical Disability

Unemployment rates among the 37 physically disabled claimants were consistently higher than for the 105 nondisabled (3 weeks—67.6 percent vs. 52.4 percent; 13 weeks—79.4 percent vs. 59.2 percent; 26 weeks—83.9 percent vs. 65.9 prcent), but the difference was not statistically significant at any point of followup. A larger sample of such claimants might have indicated differences beyond chance; however, given the present data, we can only note that the observed difference was consistent over time. There were also no significant differences in exhaustion that could be attributed to the fact of physical disability; but the observed percentage of exhaustion was slightly higher in the disabled group (92.7 percent vs. 81.7 percent). Although these results are not significant, the clients referred for medical rehabilitation *all* exhausted and failed to maintain employment. Physical disability is very likely a real indicator of problems in this group.

Emotional Disability

For 17 (10.9 percent) of the claimants in the total sample some degree of emotional disturbance or psychomotor involvement (including obvious language difficulties as well as epilepsy) was indicated. While such a factor is commonly held to produce special adjustment difficulties, the data for this category showed no relationship to either exhaustion or employment.

Attitudinal Interference with Reemployment

Sixty-seven (42.9 percent) of the 156 respondents were checked as having attitudes that would interfere with reemployment—a very high percentage. Perhaps this is a major factor in the referral of many claimants to counseling services. Of the 62 checked claimants who provided initial followup information, 30.6 percent were employed at 3 weeks. Of the 80 claimants who were checked as *not* having interfering attitudes, 53.8 percent were employed at the 3-week point. These differences were statistically significant by the Chi Square test ($\chi^2 = 6.67$, $p < .01$; i.e., a Chi Square this large could be found by chance less than 1 time out of 100). The rapid rise in unemployment in the "no interference" group eliminated all differences at the subsequent followup points. Employment in the larger group had declined to 40.0 percent by 13 weeks and to 32.3 percent by 26 weeks. This factor was not related to benefit exhaustion.

Unrealistic Attitudes

Those 58 claimants who were seen as having unrealistic attitudes (for example, about personal capabilities, job availability, probable salary, and working conditions) were also unemployed in greater numbers at the initial followup. At that time, only 29.6 percent of those indicated as "unrealistic" were employed, compared with 52.3 percent employment in the rest of the claimant population. These differences were statistically significant ($\chi^2 = 6.09$, $p < .02$). As in the previous case, the difference disappeared as the rest of the group "caught up" in unemployment. By 26 weeks past the termination of SPRUCE services, 70.8 percent of the former and 70.4 percent of those with presumably realistic attitudes were out of work. An unrealistic or other type of potentially interfering attitude appears to be related to early unemployment but not to eventual employment outcomes.

Types of Interfering and Unrealistic Attitudes

Fifty-nine claimants were checked as having specific types of interfering and unrealistic attitudes. Almost half (42.4 percent) were identified as being unrealistic about their capabilities. The next most frequently-noted limiting attitude seemed to involve a lack of realism about job availability. The type of attitude did not seem to be related to early employment; however, specific types of attitudes may be related to later failure. Perhaps additional data should be obtained on claimants, sorted into attitude categories. By the 26-week point, the differences were growing larger ($\chi^2 = 8.58$, d.f. $= 5$, $p < .10$). Even though the cell frequencies were not sufficient to establish whether or not the type of attitude will really affect employment outcomes, it appears that those who are seen as unrealistic about their personal capabilities are likely to be employed at a higher rate than those with other types of limiting attitudes. Claimants in this category actually showed a slightly increasing rate of employment over time.

The type of attitude expressed was related to benefit exhaustion ($\chi^2 = 12.52$, d.f. $= 5$, $p < .05$). Again, the cell frequencies were so small as to restrict interpreta-

tion; however, exhaustion rates were noticeably higher for that group of claimants who were considered unrealistic about their own capabilities (96.0 percent). Even though the number is very small, we should look carefully at those claimants who were checked as unrealistic about salary. There were only six of them, but all exhausted.

Alcohol or Drug Problem

This category was not significantly related to either employment or to exhaustion. It should be noted, however, that the number of claimants involved was so low as to make a statistically significant result impossible (N = 4). Some categories are difficult to use in evaluation because of their infrequent application. It is, in fact, probable that the actual incidence of drug abuse in this population is much higher than indicated. We might speculate that such a category represents a taboo topic: claimants don't volunteer the information and interviewers don't ask.

Nevertheless, it is worth observing that all four of these claimants did exhaust their benefits and that only one of the four held a job at any followup point. (One reported employment at 26 weeks.) It is interesting that the only claimant checked as having a problem to an extent that would actually interfere with his employment was the only one who held a job at any time.

State Conditions: Environmental and Personal

The presence of limiting environmental conditions (child care, care of others, transportation, etc.) did not seem to make any difference in either employment or exhaustion rates. A further analysis by type of condition also failed to reveal significant differences. Even the consistently higher percentages in the negative categories were not high enough at any point. Even though "common sense" dictates that so-called limiting conditions might do just that, other conditions may be so compelling or numerous that factors which might be critical to success in a more "employment-prone" group just don't count. The fact seems to be that claimants who are referred for counseling are going to (1) exhaust their benefits, and (2) generally be unemployed.

The presence of limiting personal conditions (criminal record, minority group membership, age, etc.) was also unrelated to outcomes. As in the previous case, the percentages in the negative categories tended to be higher but the observed differences were not in excess of chance probabilities. In this category, however, an analysis by *type* of condition proved more fruitful. The magnitude of the differences increased from the point of initial followup; and, by the 26-week point, a significant Chi Square was obtained ($\chi^2 = 11.93$, d.f. = 4, $p < .02$).

The most limiting of personal handicaps (for reemployment) was minority-group status. By 26 weeks, only about 11.8 percent of this group was still employed (four of a total of 34) as opposed to 54.5 percent of those handicapped by "other" factors. The numbers involved in some of the categories were so small as to render any further conclusions doubtful. (For example, all of those considered by the Counselor as able to obtain jobs but unable to hold them were found at followup to be unemployed, but there were only three of them altogether.)

While the type of personal condition was related to employment, it was unrelated to benefit exhaustion.

Interpersonal Relationships

While the *type* of interfering interpersonal relationships (unsatisfactory marital status, conflicts with supervisors, peers, etc.) was not related to exhaustion or to employment outcomes, claimants checked as having problems in the area of interpersonal relationships of the sort that might be expected to interfere with job possibilities tended to have higher rates of employment at 13 weeks ($\chi^2 = 5.96$, $p < .02$). However, by the 26-week point, there was no difference in favor of either group. Inspection of the percentages at each point suggests a higher initial rate of employment for the "problem" claimants, followed by sudden loss. Only 17 claimants were in this category. There was no relationship to benefit exhaustion.

"Success Not Apparent" Group

In this category, counselors were asked to indicate those claimants for whom success was not apparent, as well as some classification of the type of problem situation (temporary, cannot be resolved, new problems constantly emerge, etc.). The majority of claimants in the "success not apparent" category were identified as having problems that would be resolved over time (43 of the 54). (It may be noted that, nevertheless, the exhaustion rate in this category was 92.6 percent and that 75.0 percent were out of work by the 26th week.)

An analysis according to the type of problem category revealed no relationships to exhaustion or to employment outcomes. On the other hand, the "no problem" people were more likely ($\chi^2 = 7.12$, $p < .01$) to be employed at 3 weeks (52.1 percent vs. 27.1 percent). By 26 weeks, however, enough had lost jobs so that the unemployment rates of the groups were too close to yield statistically significant differences (yes, 75.0 percent; no, 68.7 percent). While there appeared to be some tendency for more of the people with problems to exhaust (92.6 percent vs. 80.4 percent), such a difference might occur by chance as often as 10 times in 100.

Critical Incidents

Counselors noted critical "incidents" for 75 claimants. Whether or not such incidents were seen as favorable or unfavorable made no apparent difference to employment or exhaustion, but the fact that such an incident was observed at all did make a difference. Claimants for whom critical incidents were noted were more often employed (53.5 percent vs. 33.8 percent) at the 3-week point ($\chi^2 = 4.84$, $p < .05$). Perhaps this reflects the fact that the majority of incidents noted were seen as favorable (90.0 percent). This difference was not significant at 13 or at 26 weeks, although the critical-incident group did, in fact, maintain a higher rate of employment. There was no relationship to exhaustion.

Factors Favoring Employment

While those claimants listed as having positive factors in favor of employment (skilled, motivated, etc.) maintained proportionally higher rates of employment at all points of followup, the difference was sufficiently beyond chance only at the 13-week point ($\chi^2 = 8.18$, $p < .01$). At this time, 46.8 percent of the claimants who were seen as characterized by one or more favorable factors were employed, compared with only 21.7 percent employment for the rest of the group. There was no relationship to exhaustion.

When these claimants were considered by type of factor, no positive relationships appeared. Those claimants characterized as willing and motivated, or as having a particular skill, had the highest proportional rates of employment. The greatest differences were in the initial weeks; however, at no time were these differences statistically significant. The type of factor was also unrelated to exhaustion.

Summary of Results

The Relationship of Interview Checklist Notes to Outcome

Condition identified on checklist	*Outcome*			
	Percent employed			*Percent exhausting*
	3 weeks	*13 weeks*	*26 weeks*	
Physical disability	32	21	16	93
Emotional disability	43	21	10	88
Attitudes interfere with reemployment	31	31	26	88
Attitudes unrealistic	30	32	29	88
Not cooperative	33	33	13	94
Alcohol or drug problem	—	—	25	100
Previous employer record interferes	37	35	27	88
Previous employment record does not interfere	57	40	40	76
Environmental condition interferes	38	33	25	88
Personal condition interferes	41	33	27	89
Interpersonal relationship problems interfere	65	65	40	77
Personal appearance interferes	30	38	32	92
Medical conditions interfere	33	33	33	100
Success not apparent (problems interfere)	27	29	25	93
Critical incidents noted	54	40	38	84
Unfavorable critical incidents	29	14	—	100
Employment-facilitating factors present	47	47	36	85

Prediction of Insurance Exhaustion

To identify personal characteristics of UI claimants that are closely associated with likelihood of UI benefit exhaustion, a series of sensitive and comprehensive statistical analyses was made of the records of the first 200 claimants enrolled by Project SPRUCE for the Control group (89 from the Trial Run and the remainder from the first month of Phase II).

Control group records were used exclusively because of the possibility that in Test group cases the outcome (exhaustion or nonexhaustion) could be affected by the intervening Project activity as well as by the claimant's personal characteristics. Further—since nonexhaustion could reflect technical conditions, or regular UI and ES program activity, as well as reemployment—the analysis excluded those whose claims were discontinued because of benefit-year expiration, disqualification, enrollment in training, death, or withdrawal for unknown reason. This left 185 in the analysis, comprised as follows: Exhaustees 136 (51M, 85F); Nonexhaustees 49 (28M, 21F).

Because the primary-factor group emerging from the analysis was sex-related or sex-differentiated, separate lists of exhaustion identifiers were developed for males and for females as shown on the following pages. These checklists are the versions used in an experimental trial started in March 1972 to test their applicability and to explore the possibility of finding other significant factors available to the Interviewer through direct observation (physical appearance, speech, poise, attitude, etc.) or through access to additional information in the claimant's record. Not indicated in these versions is the original labelling of certain of the items as very highly predictive. These were items 1, 3, and 9 in the checklist for males, and items 1, 2, 7, and 10 in the checklist for females.

The experimental trial was run on about 1,000 claimants sampled from two large-city offices and two small-town offices by a selection procedure corresponding to the screening criteria used for Project SPRUCE enrollment, except that they were being selected now at their 3rd to 6th certifications (for early prediction), and that better statistical representation of males and of nonwhites was sought now.

When sufficient time has elapsed to complete the records on the outcomes of these cases, it is hoped that further analysis will determine how the prediction factors should be scored, updated, or changed to develop a true PIE (**P**rediction of **I**nsurance **E**xhaustion) scale for general applicability. The end product may be useful both for directing claimants into service programs and for administrative purposes such as predicting claims loads.

Linkage of this effort to the work on Interview Checklist Notes may lead to even more fruitful approaches, involving recognition of various special claimant profiles, measurement of the effectiveness of counseling service, and commitment of claimants to service programs by self-appraisal.

NEW YORK STATE DEPARTMENT OF LABOR
Division of Employment

Experimental Scale CONFIDENTIAL *For Research Purposes Only*

Prediction of Insurance Exhaustion

Claimant: Name _____ SSA No. ___ ___

L.O.# _____ Interviewer _____ Date _____

Number of Certifications ☐

Weeks Worked in Base Year ☐

Expects recall? Claimant ☐ Employer ☐

Conflicting reasons for separation ☐

INSTRUCTIONS: Place a check (X) in the box in front of each factor that applies to this claimant.

Factors Associated with Higher Exhaustion Rate Among MALES

Income

☐ Claimant's total income in previous year was $8,000 or more.

☐ Claimant's total income in previous year was $4,500 - $7,999.

Education

☐ Began, but did not complete high school.

☐ Was a dropout from grade school, junior high, or college (years of schooling completed were 0 - 5, or 7, or 13 - 15).

Type of Unemployment

☐ Reason for becoming unemployed was frictional unemployment or reduced employability, rather than occupational or economic causes.

☐ Has a barrier to reemployment other than lack of education, lack of skill training, or obsolete skill.

Employment/ Unemployment History

☐ Total gainful employment less than 3 years.

☐ Was unemployed for 17 to 29 weeks during the last 12 months.

☐ Was unemployed 30 weeks or more during the last 12 months.

INTERVIEWER'S JUDGMENT: (May take into account additional factors observed in the interview or in the claims record. If the judgment made is not self-evident from the factors checked above, please add appropriate comment.)

☐ Expect exhaustion ☐ Do not expect exhaustion

Explanatory Comments

_____

_____

_____

SPR 10M (2-72)

NEW YORK STATE DEPARTMENT OF LABOR
Division of Employment

Experimental Scale CONFIDENTIAL *For Research Purposes Only*

Prediction of Insurance Exhaustion

Claimant: Name _____ SSA No. _____

L.O.# _____ Interviewer _____ Date _____

Number of Certifications ☐

Weeks Worked in Base Year ☐

Expects recall? Claimant ☐ Employer ☐

Conflicting reasons for separation ☐

INSTRUCTIONS: Place a check (X) in the box in front of each factor that applies to this claimant.

Factors Associated with Higher Exhaustion Rate Among FEMALES

Income

☐ Total family income in previous year was $6,000 or more.

☐ Hourly earnings on last full time job averaged $3.00 or more.

Education

☐ Completed less than 12 years of schooling.

Type of Unemployment

☐ Reason for becoming unemployed was frictional unemployment or reduced employability, rather than occupational or economic causes.

☐ Transportation or child care is a barrier to reemployment.

☐ Has a barrier to reemployment other than lack of education, lack of skill training, obsolete skill, transportation, or child care.

Age

☐ Over 55

Employment/ Unemployment History

☐ Total gainful employment 3 years or more.

☐ Was unemployed for 17 to 29 weeks during the last 12 months.

☐ Was unemployed for 30 weeks or more during the last 12 months.

INTERVIEWER'S JUDGMENT: (May take into account additional factors observed in the interview or in the claims record. If the judgment made is not self-evident from the factors checked above, please add appropriate comment.)

☐ Expect exhaustion ☐ Do not expect exhaustion

Explanatory Comments

_____

_____

_____

Costs and Benefits

Definitive Costs

The total expenditure of SPRUCE funds for the entire life of the Project was $388,457—$270,804 for administration and $117,653 for incentive and allowance payments to clients. This compared with budgeted amounts of $276,431 for Project administration and $168,900 for SPRUCE payments to clients.

In addition, SPRUCE clients received $55,810 in allowance payments from MDTA Title II funds (out of $255,000 set aside from that source to supplement the SPRUCE budget) and $184,224 in UI benefits, during their association with the Project.

The SPRUCE payments to clients were distributed by type, as follows:

Type of payment	*Number of persons* [a]	*Total weeks*	*Total amount* [b]
Service allowance			$52,461.30
During counseling	61	705	
During rehabilitation service	1	7	
Standby, pre-training	13	55	
Standby, post-training	9	33	
Training allowance	51	765	65,191.75
Total	105	1,565	$117,653.05

a. The total number of persons includes no duplications.
b. The total amount of payments includes $2,656 in transportation allowances.

The administrative costs of operating the Project are detailed in the following summary. To the extent that these administrative costs include obligations peculiar to a research project—processing of Control claimants, followup efforts, services of research consultant, etc.—they presumably exceed the amount it would take to operate a permanent SPRUCE-type program. Furthermore, organization of such a permanent program could entail some reduction of the regular Local Office organization required for processing non-SPRUCE claimants.

Item	*Amount*
Salaries	$188,871.09
Personnel benefits	49,013.93
Space	16,432.32
Research consultant service	8,403.99
Communications	3,694.00
Supplies	1,732.79
Travel	1,172.77
Equipment	564.28
Transportation of things	539.51
Other	379.15
Total	$270,803.83

Initial Benefits

The table below, which shows claim duration, gives scant evidence that the SPRUCE system can reduce the duration of benefits—at least not when it is interposed after the 13th certification and under the kind of labor-market conditions that existed during the Project period.

However, the report chapter on the impact of the SPRUCE system develops the finding that—although the Test and Control groups did not differ significantly in their UI benefit exhaustion rates—there was a clear and enduring effect on post-SPRUCE employment, which was measured as a statistically significant advantage in the Test group of 9 percentage points at the 6-month followup. These 9 percentage points represent a Test group margin of 20 percent over the Control group baseline. In absolute numbers this means that more than 30 Test claimants were in jobs as long as 6 months after terminating from Project SPRUCE, who presumably would not have been in jobs if they were in the Control group.

Post-SPRUCE earnings, as analyzed from the followups thus far, reveal that both Test and Control claimants

Distribution of SPRUCE Claimants by Number of Regular Unemployment Insurance Benefits and Extended Benefit Checks Received, as of April 25, 1971

Weeks of benefits	*Test*		*Control*	
	Number	*Percent*	*Number*	*Percent*
Total	473 [a]	100	528 [a]	100
Weeks of unemployment insurance benefits				
Under 20	40	8	26	5
20–25	91	19	80	15
26 or 27	289	61	359	68
28–39 [b]	35	7	46	9
40–54 [b]	18	4	17	3
Weeks of extended benefits [c]	138	100	171	100
1–6	28	20	32	19
7–12	18	13	27	16
13–15	92	67	112	65

a. Excludes 9 Test claimants and 14 Control claimants who received Trade Readjustment Allowances in lieu of regular benefits.
b. Includes benefit rights in subsequent benefit year.
c. Nearly all of the extended-benefit claimants qualified on the basis of exhaustion of regular benefit rights; only one in the Test group and two in the Control group qualified by expiration of their benefit year; thus the proportion of exhaustees receiving extended benefits is 40 percent in each group (Test, 137/342; Control, 169/422).

are equally liable to suffer early reductions in hourly earning rate from their pre-SPRUCE levels.[1] Data from the 3-week followup show employed Test group respondents earning an average of $2.77 per hour compared to their pre-SPRUCE average of $3.10, and employed Control group respondents averaging $2.67 per hour compared to their pre-SPRUCE average of $3.03. In later followups, matched reports show both Test and Control respondents recovering their earning power:

	Test	*Control*
Number reporting earnings	156	168
Average hourly rates reported		
13-week followup	$2.95	$2.94
26-week followup	3.11	3.08
Pre-SPRUCE	3.18	3.07

More intensive analysis, through determination of longitudinal impact on earnings, must await subsequent analysis of *total* earnings, to be based on special Social Security Administration followups.

Longitudinal Benefits

Through special processing of Social Security Account data, computer tapes are being made available to yield comparative Test and Control distributions of quarterly and annual earnings from October 1970 on. Other definitive outputs to be longitudinally realized, but which cannot be estimated by projection, include (a) refinement and validation of a prediction scale for early identification of potential exhaustees, and (b) emergence of a counseling instrument for client self-appraisal.

On a still wider social horizon, evaluation of long-range benefit should also address itself philosophically to the "musical chairs" question: In programming for the reemployment of UI claimants, are we going to build more chairs so as to accommodate everyone, or are we going to sharpen our skills for livelier participation in the elimination game of seating A only at the expense of unseating B?

1. Possibly relevant to this is another finding, that an overwhelming majority of employed respondents in both claimant groups were working for someone other than a previous employer (95 per cent in the first followup, and 89 per cent in the second and third followups).

Project Results: Implications

That SPRUCE represents a valuable approach now seems clearly established by a number of positive findings. It seems equally clear, too, that the SPRUCE experience may have a continuing impact, not as a definitive operation, but as an ongoing process of exploration.

It is satisfying to note that full exposure of the Test group to SPRUCE services has given it the advantage of a distinctly superior and durable post-SPRUCE employment rate over the partially-exposed Control group. But, of course, many questions of attribution remain open, such as the intrusion of the general economic recession, the extent of "creaming," the relative contribution of special rehabilitation services and concentrated application of conventional ES services, the failure to affect exhaustion rates, etc.

Even if all the remaining puzzles and uncertainties were resolved, the solutions would probably not be ultimate or permanent. For in the dynamic equilibrium of our open economy and open society, the continuous process of adjustment-feedback-readjustment assures continual discovery or redefinition of problems, and perpetual need of creative problem-solving.

Among the areas in which ongoing exploration is relevant to the questions cited above, are our own continuing studies toward effective classification of UI claimants to facilitate prediction of insurance exhaustion, to diagnose their motivations and job-readiness from analysis of individual work histories and patterns, and to learn how these profiles reveal the need for specific forms of intervention and the responsiveness of claimants to such intervention.

Parallel and pertinent activity is also known to be under way at such diverse facilities as the University of Western Ontario School of Business Administration (to devise and evaluate a "tracking model" of how unemployed persons make use of government programs and seek employment; research sponsored by Unemployment Insurance Commission of Canada) and the Human Interaction Research Institute of Los Angeles (to find and evaluate ways of assessing the readiness of manpower program participants; research sponsored by U. S. Manpower Administration).

By such efforts, added to others—like the newly created unit in the Erie County Health Department for employment evaluation service to clients with placement problems, by a diagnostic team of medical, employment, and social service specialists—techniques are invented and knowledge is accumulated so that eventually a definitive program can be constructed to meet the need. Obviously, Project SPRUCE itself was one such contributory effort.

Most troublesome among the issues and open questions mentioned above are the restriction of employment opportunities by the economic recession and the failure of SPRUCE to reduce the exhaustion rate. However, they do logically seem to fit together. With our society and economy unable to eliminate cyclical fluctuations, participants in the system have had to be satisfied with the familiar adjustment and have learned to plan their lives within that framework. How elastic, then, can the exhaustion rate be? Is it modifiable in varying degrees under different economic conditions? Might earlier intervention be more effective?

Also related to this is the observation by Project staff that exhaustees were not returning to the SPRUCE Office for continuation of job-placement efforts. A brief attempt at instituting exhaustion interviews, to encourage and arrange continuing, regular contact and service, proved ineffective when only 16 out of the first 115 exhaustees who received this interview returned subsequently for service. Although 111 of them asserted that the Project had been helpful, only 48 felt it could help further by keeping them informed of future job openings; 62 felt it could give them no further help.

Analysis of the curious mixture of objective and subjective factors in the complex of ego responses that enter into program effectiveness, and particularly into the persistent exhaustion rate, will have to include some study of sources of placement other than the Employment Service, and of their relative contributions to job-finding for UI claimants. Do pre-exhaustion placements differ from post-exhaustion placements in this respect?

It also had been supposed initially that the Project's focus on service would, per se, delay discontinuation of claims in many instances, perhaps to the point of exhausting benefit rights, but that such shortrun effects would be overshadowed by the now demonstrated improvement in the post-SPRUCE employment rate. Can the supposition that the longer time required for additional services actually contributes to the exhaustion rate be squared with the Project experience of Extended Benefits being claimed in equal proportion by the Test and Control groups during the period January-April 1971?

The demonstrated improvement of 9 to 10 percentage points in the post-SPRUCE employment rate—47 percent of Test group vs. 38 percent of Control group employed at the 3-week followup interval, and 55 percent of Test vs. 45 percent of Control group at the 6-month interval—is a real accomplishment, considering the numbers involved and the Chi-Square determination of probable significance at the .01 or .02 level. (See table, p. 18.)

But besides the many remaining questions, experimental replication is necessary, not only to confirm the experience but to apply it in ways that will test varying schemes of claimant classification until we can develop procedures for assignment of those specific individuals most likely to benefit from particular services. Coordinated analysis of accumulated information from Project SPRUCE and related explorations can be assimilated in many minor adjustments in policy and in programming of services, as well as in new instruments for evaluating claimants, to yield even greater gains at little additional cost to ongoing UI operations.

At the very least, Project experience suggests that intensification of standard ES Local Office services to UI claimants would have unquestionable value. The exploratory or experimental aspects of it pertain only to the administrative and organizational formats for the delivery

of these services and to the recordkeeping devices for their measurement and evaluation.

Evaluating the program in dollar terms, there is no conclusive evidence that the SPRUCE system can reduce the duration of benefits to effect savings in benefit payments. However, its superior record of reemployment may indicate that positive monetary values may be credited to it. SPRUCE not only had an immediate effect on employment, but some claimants actually benefited from the services following a considerable length of time. This long-term difference suggests that the effects of SPRUCE may be enduring. This will be measurable when longitudinal earnings data based on Social Security records become available.

Appendix A

APPENDIX TABLES

Table 1. Characteristics of SPRUCE Enrollees by Initial Employability Rating and Termination Status

A. Test Group

Characteristics	Total number enrolled	Job-ready				Not job-ready			
		Total	UI benefits exhausted	UI claim discontinued for work	Other termination status	Total	UI benefits exhausted	UI claim discontinued for work	Other termination status
Total in test group	482	347	234	80	33	135	80	29	26
Age									
Under 35 years	208	139	94	35	10	69	33	22	14
35–44 years	102	85	52	22	11	17	14	1	2
45–54 years	115	83	57	17	9	32	21	5	6
55–64 years	57	40	31	6	3	17	12	1	4
Sex									
Male	235	160	113	41	6	75	41	24	10
Female	247	187	121	39	27	60	39	5	16
Ethnic group									
White	354	262	178	66	18	92	55	21	16
Negro	119	82	54	14	14	37	22	5	10
Puerto Rican	6	2	2	—	—	4	1	3	—
Other nonwhite	3	1	—	—	1	2	2	—	—
Veteran status									
Veteran	133	93	69	19	5	40	26	9	5
Nonveteran	349	254	165	61	28	95	54	20	21
Marital status									
Single	132	82	67	13	2	50	27	13	10
Married	262	205	136	50	19	57	32	13	12
Widowed	27	16	10	2	4	11	9	—	2
Divorced or separated	61	44	21	15	8	17	12	3	2
Education									
Less than 8 years	24	13	10	1	2	11	8	2	1
8 years	50	39	31	6	2	11	5	1	5
9–11 years	134	85	53	21	11	49	31	13	5
12 years	174	134	90	32	12	40	24	8	8
More than 12 years	100	76	50	20	6	24	12	5	7
Primary wage earner									
Yes	291	205	135	52	18	86	52	21	13
No	191	142	99	28	15	49	28	8	13
Number of dependents									
0	227	151	108	28	15	76	45	15	16
1–3	201	151	97	39	15	50	30	11	9
4–6	52	43	28	12	3	9	5	3	1
7 or more	2	2	1	1	—	—	—	—	—
Family income in 1969									
0–$1,800	15	6	5	1	—	9	6	1	2
$1,801– 3,600	52	29	17	6	6	23	15	3	5
3,601– 5,400	78	53	38	9	6	25	15	7	3
5,401– 7,200	60	38	27	7	4	22	7	9	6
7,201– 9,000	73	59	38	18	3	14	11	—	3
9,001–12,000	80	64	43	16	5	16	10	5	1
12,001–15,000	37	33	10	15	8	4	2	—	2
15,001 or more	30	25	18	6	1	5	4	—	1
Unknown	57	40	38	2	—	17	10	4	3
Claimant's income in 1969									
0–$1,800	58	31	24	4	3	27	14	5	8
$1,801– 3,600	139	96	65	22	9	43	28	10	5
3,601– 5,400	129	95	63	18	14	34	19	6	9
5,401– 7,200	81	57	41	11	5	24	12	8	4
7,201– 9,000	48	42	25	16	1	6	6	—	—
9,001– 9,999	7	7	3	4	—	—	—	—	—
Unknown	20	19	13	5	1	1	1	—	—

continued

1. A. Test Group (continued)

Characteristics	Total number enrolled	Job-ready				Not job-ready			
		Total	UI benefits exhausted	UI claim discontinued for work	Other termination status	Total	UI benefits exhausted	UI claim discontinued for work	Other termination status
Total in test group	482	347	234	80	33	135	80	29	26
Poverty level classification									
Public assistance recipient in family	17	9	7	2	—	8	5	3	—
Substandard income for family size (in non-P.A. cases)	26	8	7	—	1	18	12	—	6
Above poverty level	439	330	220	78	32	109	63	26	20
Current spell of unemployment (at intake)									
1–3 weeks	2	2	—	2	—	—	—	—	—
4–8 weeks	29	24	14	8	2	5	1	2	2
9–13 weeks	43	29	16	7	6	14	6	2	6
14–18 weeks	207	146	96	38	12	61	35	12	14
19–26 weeks	168	125	92	23	10	43	28	12	3
27–39 weeks	21	14	12	1	1	7	6	1	—
40–52 weeks	11	6	4	—	2	5	4	—	1
53 weeks or over	1	1	—	1	—	—	—	—	—
Total unemployment in past 12 months (at intake)									
1–8 weeks	—	—	—	—	—	—	—	—	—
9–18 weeks	205	149	94	39	16	56	29	11	16
19–26 weeks	212	153	105	35	13	59	35	16	8
27–39 weeks	50	38	31	6	1	12	9	2	1
40–52 weeks	15	7	4	—	3	8	7	—	1
Gainful employment									
Less than 1 year	6	2	2	—	—	4	3	1	—
1–2 years	36	25	19	6	—	11	5	4	2
3–9 years	156	104	66	27	11	52	23	15	14
10 years or more	284	216	147	47	22	68	49	9	10
Occupational group—last full-time job									
White collar:									
Professional, technical, and managerial	55	49	34	14	1	6	5	1	—
Clerical and sales	152	118	71	31	16	34	16	8	10
Blue collar:									
Processing	20	14	11	2	1	6	4	1	1
Machine trades	55	33	23	7	3	22	14	5	3
Benchwork	50	35	22	9	4	15	11	1	3
Structural work	38	27	23	1	3	11	6	3	2
Miscellaneous	58	34	23	9	2	24	14	8	2
Service	54	37	27	7	3	17	10	2	5
Agriculture, forestry and fishing	—	—	—	—	—	—	—	—	—
Occupational group—primary									
White collar:									
Professional, technical, and managerial	59	52	34	16	2	7	5	1	1
Clerical and sales	154	119	77	26	16	35	20	6	9
Blue collar:									
Processing	24	17	13	4	—	7	4	1	2
Machine trades	50	33	22	7	4	17	10	4	3
Benchwork	46	31	19	8	4	15	11	2	2
Structural work	41	26	21	2	3	15	9	4	2
Miscellaneous	56	31	20	9	2	25	14	8	3
Service	48	34	25	7	2	14	7	3	4
Agriculture, forestry and fishing	3	3	3	—	—	—	—	—	—
Unknown	1	1	—	1	—	—	—	—	—
Benefit status at enrollment									
13th certification	63	43	27	10	6	20	11	3	6
14th certification	59	44	27	15	2	15	8	3	4
15th certification	59	43	25	10	8	16	8	4	4
16th certification	47	31	22	4	5	16	12	2	2
17th certification	70	46	33	12	1	24	14	6	4
18th certification	91	75	52	15	8	16	8	5	3
19th certification	62	42	29	10	3	20	15	4	1
20th certification	31	23	19	4	—	8	4	2	2

continued

1. A. Test Group (continued)

Characteristics	Total number enrolled	Job-ready				Not job-ready			
		Total	UI benefits exhausted	UI claim discontinued for work	Other termination status	Total	UI benefits exhausted	UI claim discontinued for work	Other termination status
Total in test group	482	347	234	80	33	135	80	29	26
Prior interruption for work									
Yes	130	91	50	27	14	39	25	5	9
No	352	256	184	53	19	96	55	24	17
Reason for becoming unemployed									
Seasonal	28	25	17	7	1	3	—	1	2
Irregular	110	72	45	22	5	38	20	11	7
Cyclical	80	66	45	15	6	14	8	4	2
Structural	122	85	59	19	7	37	27	4	6
Technological	35	27	23	3	1	8	5	1	2
Frictional	63	40	24	10	6	23	12	5	6
Reduced employability	44	32	21	4	7	12	8	3	1
Industry group—last full-time job									
Manufacturing	220	161	108	38	15	59	36	11	12
Durable goods	155	113	75	27	11	42	28	9	5
Metals, machinery	63	43	30	10	3	20	14	2	4
Other	92	70	45	17	8	22	14	7	1
Nondurable goods	65	48	33	11	4	17	8	2	7
Apparel	4	3	3	—	—	1	1	—	—
Other	61	45	30	11	4	16	7	2	7
Contract Construction	14	8	7	1	—	6	3	2	1
Transportation-Public Utilities	20	14	6	6	2	6	2	2	2
Wholesale, retail trade	117	85	59	17	9	32	22	5	5
Finance, insurance, and real estate	19	14	9	3	2	5	3	1	1
Services	48	40	28	8	4	8	4	1	3
Other nonmanufacturing	44	25	17	7	1	19	10	7	2
Latest average hourly earnings									
Under $1.50	—	—	—	—	—	—	—	—	—
$1.50–1.74	47	33	27	5	1	14	10	1	3
1.75–1.99	52	34	25	6	3	18	10	4	4
2.00–2.24	45	33	19	8	6	12	8	1	3
2.25–2.49	44	30	16	9	5	14	9	2	3
2.50–2.74	46	27	19	6	2	19	11	5	3
2.75–2.99	29	16	13	1	2	13	6	5	2
3.00–3.49	94	68	44	15	9	26	14	7	5
3.50–3.99	62	51	36	12	3	11	7	2	2
4.00–4.49	33	28	19	9	—	5	3	1	1
4.50–4.99	7	5	3	2	—	2	1	1	—
5.00 or more	23	22	13	7	2	1	1	—	—
Barrier to reemployment									
Too old or too young	33	26	19	5	2	7	6	1	—
Lack of education	23	11	9	2	—	12	6	3	3
Lack of skill training	46	16	11	4	1	30	11	10	9
Lack of experience	16	5	2	2	1	11	5	4	2
Obsolete skill	1	—	—	—	—	1	1	—	—
Health problem	23	10	10	—	—	13	9	2	2
Personal problem	3	1	1	—	—	2	1	—	1
Transportation	16	11	10	1	—	5	3	2	—
Care of child	3	3	2	1	—	—	—	—	—
Care of other family member	1	1	—	1	—	—	—	—	—
Conviction record	—	—	—	—	—	—	—	—	—
Garnishment	—	—	—	—	—	—	—	—	—
Other	183	146	98	31	17	37	25	3	9
None	134	117	72	33	12	17	13	4	—

Table 1. Characteristics of SPRUCE Enrollees by Initial Employability Rating and Termination Status

B. Control Group

Characteristics	Total number enrolled	Job-ready				Not job-ready			
		Total	UI benefits exhausted	UI claim discontinued for work	Other termination status	Total	UI benefits exhausted	UI claim discontinued for work	Other termination status
Total in control group	542	393	289	77	27	149	102	30	17
Age									
Under 35 years	221	151	113	27	11	70	46	15	9
35–44 years	110	78	55	14	9	32	21	6	5
45–54 years	127	95	68	22	5	32	21	8	3
55–64 years	84	69	53	14	2	15	14	1	—
Sex									
Male	286	199	139	44	16	87	58	21	8
Female	256	194	150	33	11	62	44	9	9
Ethnic Group									
White	422	321	234	62	25	101	69	21	11
Negro	115	72	55	15	2	43	29	8	6
Puerto Rican	5	—	—	—	—	5	4	1	—
Other nonwhite	—	—	—	—	—	—	—	—	—
Veteran Status									
Veteran	170	120	86	24	10	50	32	13	5
Nonveteran	372	273	203	53	17	99	70	17	12
Marital Status									
Single	156	102	70	26	6	54	37	13	4
Married	304	230	172	41	17	74	53	13	8
Widowed	23	19	13	5	1	4	2	—	2
Divorced or separated	59	42	34	5	3	17	10	4	3
Education									
Less than 8 years	35	21	14	6	1	14	11	3	—
8 years	62	39	23	12	4	23	14	8	1
9–11 years	155	101	72	22	7	54	38	7	9
12 years	174	130	104	19	7	44	29	9	6
More than 12 years	116	102	76	18	8	14	10	3	1
Primary wage earner									
Yes	351	240	168	52	20	111	72	24	15
No	191	153	121	25	7	38	30	6	2
Number of dependents									
0	279	201	142	49	10	78	55	17	6
1–3	219	160	124	22	14	59	37	11	11
4–6	36	27	19	5	3	9	7	2	—
7 or more	8	5	4	1	—	3	3	—	—
Family income in 1969									
0–$1,800	13	6	5	1	—	7	1	4	2
$1,801– 3,600	55	36	24	7	5	19	12	1	6
3,601– 5,400	89	57	41	12	4	32	24	5	3
5,401– 7,200	84	56	43	9	4	28	15	10	3
7,201– 9,000	78	54	37	13	4	24	20	2	2
9,001–12,000	87	73	56	11	6	14	9	4	1
12,001–15,000	37	33	26	6	1	4	3	1	—
15,001 or more	37	35	28	5	2	2	2	—	—
Unknown	62	43	29	13	1	19	16	3	—
Claimant's income in 1969									
0–$1,800	70	46	33	11	2	24	13	6	5
$1,801– 3,600	151	103	76	20	7	48	35	5	8
3,601– 5,400	142	101	76	17	8	41	30	9	2
5,401– 7,200	102	79	60	15	4	23	14	7	2
7,201– 9,000	44	34	20	10	4	10	9	1	—
9,001– 9,999	31	30	24	4	2	1	1	—	—
Unknown	2	—	—	—	—	2	—	2	—

continued

1. B. Control Group (continued)

Characteristics	Total number enrolled	Job-ready				Not job-ready			
		Total	UI benefits exhausted	UI claim discontinued for work	Other termination status	Total	UI benefits exhausted	UI claim discontinued for work	Other termination status
Total in control group	542	393	289	77	27	149	102	30	17
Poverty level classification									
Public assistance recipient in family	19	5	4	1	—	14	11	3	—
Substandard income for family size (in non-P.A. cases)	26	18	14	2	2	8	2	—	6
Above poverty level	497	370	271	74	25	127	89	27	11
Current spell of unemployment (at intake)									
1–3 weeks	5	4	3	—	1	1	1	—	—
4–8 weeks	17	13	9	3	1	4	3	1	—
9–13 weeks	39	27	12	11	4	12	6	5	1
14–18 weeks	262	190	138	43	9	72	49	14	9
19–26 weeks	177	127	100	19	8	50	37	7	6
27–39 weeks	35	27	22	1	4	8	4	3	1
40–52 weeks	7	5	5	—	—	2	2	—	—
53 weeks or over	—	—	—	—	—	—	—	—	—
Total unemployment in past 12 months (at intake)									
1–8 weeks	4	3	2	1	—	1	—	—	1
9–18 weeks	243	179	126	42	11	64	44	14	6
19–26 weeks	208	149	112	27	10	59	45	9	5
27–39 weeks	68	50	39	6	5	18	10	4	4
40–52 weeks	19	12	10	1	1	7	3	3	1
Gainful employment									
Less than 1 year	7	4	3	1	—	3	3	—	—
1–2 years	33	25	18	6	1	8	6	—	2
3–9 years	184	129	97	23	9	55	34	13	8
10 years or more	318	235	171	47	17	83	59	17	7
Occupational group—last full-time job									
White collar:									
Professional, technical, and managerial	69	59	40	14	5	10	9	—	1
Clerical and sales	139	114	92	13	9	25	16	3	6
Blue collar:									
Processing	32	19	13	5	1	13	10	3	—
Machine trades	63	48	38	7	3	15	9	4	2
Benchwork	59	47	30	15	2	12	5	6	1
Structural work	40	29	20	8	1	11	7	3	1
Miscellaneous	70	38	26	9	3	32	22	6	4
Service	69	38	30	5	3	31	24	5	2
Agriculture, forestry, and fishing	1	1	—	1	—	—	—	—	—
Occupational group—primary									
White collar:									
Professional, technical, and managerial	77	65	44	16	5	12	10	1	1
Clerical and sales	138	110	89	12	9	28	18	3	7
Blue collar:									
Processing	27	17	13	4	—	10	9	1	—
Machine trades	57	41	35	5	1	16	9	5	2
Benchwork	58	45	27	15	3	13	9	4	—
Structural work	38	28	17	9	2	10	6	3	1
Miscellaneous	72	43	30	8	5	29	19	7	3
Service	71	42	33	7	2	29	22	5	2
Agriculture, forestry, and fishing	2	1	—	1	—	1	—	1	—
Unknown	2	1	1	—	—	1	—	—	1
Benefit status at enrollment									
13th certification	61	36	25	8	3	25	15	5	5
14th certification	82	54	41	13	—	28	17	8	3
15th certification	53	37	22	7	8	16	12	2	2
16th certification	71	57	42	13	2	14	8	4	2
17th certification	82	66	51	10	5	16	11	4	1
18th certification	90	64	51	12	1	26	22	3	1
19th certification	76	58	45	10	3	18	12	4	2
20th certification	27	21	12	4	5	6	5	—	1

continued

1. B. Control Group (continued)

Characteristics	Total number enrolled	Job-ready				Not job-ready			
		Total	UI benefits exhausted	UI claim discontinued for work	Other termination status	Total	UI benefits exhausted	UI claim discontinued for work	Other termination status
Total in control group	542	393	289	77	27	149	102	30	17
Prior interruption for work									
Yes	163	113	63	37	13	50	26	17	7
No	379	280	226	40	14	99	76	13	10
Reason for becoming unemployed									
Seasonal	49	35	28	5	2	14	13	1	—
Irregular	163	109	72	30	7	54	30	15	9
Cyclical	71	58	40	13	5	13	9	3	1
Structural	104	88	73	13	2	16	10	5	1
Technological	27	21	14	6	1	6	5	1	—
Frictional	74	50	38	6	6	24	20	1	3
Reduced employability	54	32	24	4	4	22	15	4	3
Industry group—last full-time job									
Manufacturing	260	199	139	45	15	61	41	15	5
Durable goods	166	127	87	30	10	39	26	10	3
Metals, machinery	50	31	21	7	3	19	14	4	1
Other	116	96	66	23	7	20	12	6	2
Nondurable goods	94	72	52	15	5	22	15	5	2
Apparel	11	10	8	2	—	1	—	—	1
Other	83	62	44	13	5	21	15	5	1
Contract Construction	13	9	8	1	—	4	3	1	—
Transportation-Public Utilities	14	10	7	1	2	4	4	—	—
Wholesale, retail trade	116	85	62	17	6	31	21	6	4
Finance, insurance, and real estate	18	14	10	3	1	4	3	—	1
Services	59	36	31	4	1	23	16	2	5
Other nonmanufacturing	62	40	32	6	2	22	14	6	2
Latest average hourly earnings									
Under $1.50	2	2	1	1	—	—	—	—	—
$1.50–1.74	58	40	30	8	2	18	14	1	3
1.75–1.99	51	35	29	5	1	16	10	3	3
2.00–2.24	68	44	32	8	4	24	19	2	3
2.25–2.49	32	22	16	3	3	10	6	3	1
2.50–2.74	55	38	28	8	2	17	13	3	1
2.75–2.99	44	29	21	7	1	15	6	4	5
3.00–3.49	93	71	50	15	6	22	16	6	—
3.50–3.99	74	57	39	14	4	17	12	5	—
4.00–4.49	23	19	15	3	1	4	2	2	—
4.50–4.99	16	12	12	—	—	4	3	—	1
5.00 or more	26	24	16	5	3	2	1	1	—
Barrier to reemployment									
Too old or too young	56	41	31	9	1	15	7	2	6
Lack of education	26	14	9	4	1	12	10	2	—
Lack of skill training	29	13	11	1	1	16	11	5	—
Lack of experience	44	13	13	—	—	31	21	6	4
Obsolete skill	12	2	1	—	1	10	7	1	2
Health problem	17	16	13	2	1	1	—	1	—
Personal problem	15	1	1	—	—	14	9	2	3
Transportation	14	11	9	2	—	3	3	—	—
Care of child	6	1	1	—	—	5	5	—	—
Care of other family member	1	—	—	—	—	1	1	—	—
Conviction record	2	2	1	—	1	—	—	—	—
Garnishment	1	—	—	—	—	1	1	—	—
Other	129	128	90	31	7	1	—	1	—
None	190	151	109	28	14	39	27	10	2

Table 2. Employment Status at Three Followup Intervals of SPRUCE Test and Control Claimants by Services Received

A. 3-Week Followup

Services	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	457	208	249	45.5	519	199	320	38.3
Job-search plan								
Received	204	77	127	37.7	—	—	—	—
Not received	253	131	122	51.8	—	—	—	—
Job Development								
Received	108	48	60	44.4	57	20	37	35.1
Not received	349	160	189	45.8	462	179	283	38.7
Testing								
Received	38	15	23	39.5	20	4	16	20.0
Not received	419	193	226	46.1	499	195	304	39.1
Counseling								
Received	129	51	78	39.5	59	17	42	28.8
Not received	328	157	171	47.9	460	182	278	39.6
Referral								
Received	210	104	106	49.5	177	67	110	37.9
Not received	247	104	143	42.1	342	132	210	38.6
Placement								
Received	67	47	20	70.1	30	18	12	60.0
Not received	390	161	229	41.3	489	181	308	37.0
Training								
Received	51	13	38	25.5	8	4	4	50.0
Not received	406	195	211	48.0	511	195	316	38.2
Education								
Received	6	1	5	16.7	3	—	3	—
Not received	451	207	244	45.9	516	199	317	38.6
Vocational Rehabilitation								
Received	14	5	9	35.7	3	1	2	33.3
Not received	443	203	240	45.8	516	198	318	38.4
Summary—all 9 services								
Received all	—	—	—	—	—	—	—	—
Received some	364	153	211	42.0	228	83	145	36.4
Received none	93	55	38	59.1	291	116	175	39.9

Table 2. Employment Status at Three Followup Intervals of SPRUCE Test and Control Claimants by Services Received

B. 13-Week Followup

Services	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employe*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	422	205	217	48.6	508	225	283	44.3
Job-search plan								
Received	189	81	108	42.9	—	—	—	—
Not received	233	124	109	53.2	—	—	—	—
Job development								
Received	105	46	59	43.8	54	21	33	38.9
Not received	317	159	158	50.2	454	204	250	44.9
Testing								
Received	31	11	20	35.5	19	5	14	26.3
Not received	391	194	197	49.6	489	220	269	45.0
Counseling								
Received	103	43	60	41.7	60	20	40	33.3
Not received	319	162	157	50.8	448	205	243	45.8
Referral								
Received	205	99	106	48.3	176	75	101	42.6
Not received	217	106	111	48.8	332	150	182	45.2
Placement								
Received	69	44	25	63.8	29	16	13	55.2
Not received	353	161	192	45.6	479	209	270	43.6
Training								
Received	21	6	15	28.6	8	2	6	25.0
Not received	401	199	202	49.6	500	223	277	44.6
Education								
Received	3	1	2	33.3	3	—	3	—
Not received	419	204	215	48.7	505	225	280	44.6
Vocational rehabilitation								
Received	11	5	6	45.5	3	1	2	33.3
Not received	411	200	211	48.7	505	224	281	44.4
Summary—all 9 services								
Received all	—	—	—	—	—	—	—	—
Received some	329	150	179	45.6	225	93	132	41.3
Received none	93	55	38	59.1	283	132	151	46.6

Table 2. Employment Status at Three Followup Intervals of SPRUCE Test and Control Claimants by Services Received

C. 26-Week Followup

Services	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	379	206	173	54.4	479	216	263	45.1
Job-search plan								
Received	174	81	93	46.6	—	—	—	—
Not received	205	125	80	61.0	—	—	—	—
Job development								
Received	88	47	41	53.4	51	23	28	45.1
Not received	291	159	132	54.6	428	193	235	45.1
Testing								
Received	26	10	16	38.5	20	5	15	25.0
Not received	353	196	157	55.5	459	211	248	46.0
Counseling								
Received	79	38	41	48.1	56	18	38	32.1
Not received	300	168	132	56.0	423	198	225	46.8
Referral								
Received	180	100	80	55.6	162	72	90	44.4
Not received	199	106	93	53.3	317	144	173	45.4
Placement								
Received	62	45	17	72.6	27	15	12	55.6
Not received	317	161	156	50.8	452	201	251	44.5
Training								
Received	12	4	8	33.3	6	1	5	16.7
Not received	367	202	165	55.0	473	215	258	45.5
Education								
Received	2	1	1	50.0	3	—	3	—
Not received	377	205	172	54.4	476	216	260	45.4
Vocational rehabilitation								
Received	9	4	5	44.4	3	1	2	33.3
Not received	370	202	168	54.6	476	215	261	45.2
Summary—all 9 services								
Received all	—	—	—	—	—	—	—	—
Received some	293	151	142	51.5	209	88	121	42.1
Received none	86	55	31	64.0	270	128	142	47.4

Table 3. Employment Status of SPRUCE Test and Control Claimants by Services Received, Job Readiness, and Claim Termination

Status as to service, job readiness, and claim termination	First followup			Second followup			Third followup		
	Total	Employed		Total	Employed		Total	Employed	
		Number	Percent		Number	Percent		Number	Percent
Test group									
Total respondents	457	208	45.5	422	205	48.6	379	206	54.4
Serviced	364	153	42.0	329	150	45.6	293	151	51.5
Not serviced	93	55	59.1	93	55	59.1	86	55	64.0
Job-ready	330	160	48.5	308	159	51.6	283	158	55.8
Not job-ready	127	48	37.8	114	46	40.3	96	48	50.0
Exhaust	295	91	30.8	277	94	33.9	248	102	41.1
To work	107	103	96.3	104	95	91.3	100	90	90.0
Other termination	55	14	25.5	41	16	39.0	31	14	45.2
Prior interruption for work	124	74	59.7	122	65	53.3	101	64	63.4
No prior interruption for work	333	134	40.2	299	139	46.5	278	142	51.1
Control group									
Total respondents	519	199	38.3	508	225	44.3	479	216	45.1
Serviced	228	83	36.4	225	93	41.3	209	88	42.1
Not serviced	291	116	39.9	283	132	46.6	270	128	47.4
Job-ready	375	141	37.6	373	169	45.4	343	158	46.1
Not job-ready	144	58	40.3	136	56	41.2	136	58	42.6
Exhaust	376	92	24.5	370	122	33.1	345	116	33.6
To work	107	96	89.7	104	89	85.6	102	84	82.4
Other termination	36	11	30.6	35	14	40.0	32	16	50.0
Prior interruption for work	156	84	53.8	156	87	55.8	142	85	59.9
No prior interruption for work	363	115	31.7	353	138	39.2	337	131	38.9

Table 4. Employment Status at Three Followup Intervals of SPRUCE Claimants Who Received Job-Search Assistance

A. 3-Week Followup

Other services	*Total followup records*	*Employed*	*Unemployed*	*Percent employed*
Total responding	204	77	127	37.7
Job development				
Received	53	23	30	43.4
Not received	151	54	97	35.8
Testing				
Received	22	8	14	36.4
Not received	182	69	113	37.9
Counseling				
Received	48	21	27	43.8
Not received	156	56	100	35.9
Referral				
Received	120	54	66	45.0
Not received	84	23	61	27.4
Placement				
Received	34	23	11	67.6
Not received	170	54	116	31.8
Training				
Received	19	7	12	36.8
Not received	185	70	115	37.8
Education				
Received	3	1	2	33.3
Not received	201	76	125	37.8
Vocational rehabilitation				
Received	5	3	2	60.0
Not received	199	74	125	37.2

Table 4. Emplopment Status at Three Followup Intervals of SPRUCE Claimants Who Received Job-Search Assistance

B. 13-Week Followup

Other services	*Total followup records*	*Employed*	*Unemployed*	*Percent employed*
Total responding	189	81	108	42.9
Job development				
Received	51	21	30	41.2
Not received	138	60	78	43.5
Testing				
Received	21	6	15	28.6
Not received	168	75	93	44.6
Counseling				
Received	41	18	23	43.9
Not received	148	63	85	42.6
Referral				
Received	115	52	63	45.2
Not received	74	29	45	39.2
Placement				
Received	33	22	11	66.7
Not received	156	59	97	37.8
Training				
Received	8	3	5	37.5
Not received	181	78	103	43.1
Education				
Received	2	1	1	50.0
Not received	187	80	107	42.8
Vocational rehabilitation				
Received	3	2	1	66.7
Not received	186	79	107	42.5

Table 4. Employment Status at Three Followup Intervals of SPRUCE Claimants Who Received Job-Search Assistance

C. 26-Week Followup

Other services	*Total followup records*	*Employed*	*Unemployed*	*Percent employed*
Total responding	174	81	93	46.6
Job development				
Received	41	20	21	48.8
Not received	133	61	72	45.9
Testing				
Received	18	6	12	33.3
Not received	156	75	81	48.1
Counseling				
Received	33	15	18	45.5
Not received	141	66	75	46.8
Referral				
Received	102	49	53	48.0
Not received	72	32	40	44.4
Placement				
Received	31	22	9	71.0
Not received	143	59	84	41.3
Training				
Received	4	—	4	—
Not received	170	81	89	47.6
Education				
Received	2	1	1	50.0
Not received	172	80	92	46.5
Vocational rehabilitation				
Received	2	2	—	100.0
Not received	172	79	93	45.9

Table 5. Employment Status of SPRUCE Claimants at Three Followup Intervals by Claimant Characteristics

A. 3-Week Followup

Characteristics	Test group				Control group			
	Total followup records	Em-ployed	Unem-ployed	Percent employed	Total followup records	Em-ployed	Unem-ployed	Percent employed
Total respondents	457	208	249	45.5	519	199	320	38.3
Employability								
Job-ready	330	160	170	48.5	375	141	234	37.6
Not job-ready	127	48	79	37.8	144	58	86	40.3
Unknown	—	—	—	—	—	—	—	—
Age								
Under 34 years	197	100	97	50.8	209	91	118	43.5
35–44 years	92	46	46	50.0	106	44	62	41.5
45–54 years	113	46	67	40.7	123	44	79	35.8
55–64 years	55	16	39	29.1	83	22	61	25.5
65 years and over	—	—	—	—	—	—	—	—
Sex								
Male	219	128	91	58.4	268	123	145	45.9
Female	238	80	158	33.6	251	76	175	30.3
Education								
0–7 years	23	11	12	47.8	35	16	19	45.7
8 years	50	16	34	32.0	59	22	37	37.3
9–11 years	126	54	72	42.9	150	48	102	32.0
12 years	163	79	84	48.5	167	64	103	38.3
Over 12 years	95	48	47	50.5	108	49	59	45.4
Disadvantaged status								
HRD	40	15	25	37.5	42	12	30	28.6
Non-HRD	416	192	224	46.2	477	187	290	39.2
Unknown	1	1	—	100.0	—	—	—	—
Benefit status at enrollment								
13th certification	60	25	35	41.7	59	31	28	52.5
14th certification	56	29	27	51.8	82	35	47	42.7
15th certification	56	22	34	39.3	48	15	33	31.3
16th certification	47	19	28	40.4	68	24	44	35.3
17th certification	64	34	30	53.1	79	26	53	32.9
18th certification	88	42	46	47.7	86	31	55	36.0
19th certification	57	25	32	43.9	71	27	44	38.0
20th certification	29	12	17	41.4	26	10	16	38.5
Ethnic group								
White	341	158	183	46.3	406	156	250	38.4
Negro	108	47	61	43.5	108	40	68	37.0
Puerto Rican	5	2	3	40.0	5	3	2	60.0
Other	3	1	2	33.3	—	—	—	—
Veteran status								
Veteran	124	70	54	56.5	161	71	90	44.1
Non-veteran	333	138	195	41.4	358	128	230	35.8
Handicap status								
Handicapped	53	18	35	34.0	60	16	44	26.7
Not handicapped	404	190	214	47.0	459	183	276	39.9
Family income in 1969								
$0–1800	15	7	8	46.7	13	6	7	46.2
1801–3600	47	19	28	40.4	50	15	35	30.0
3601–5400	72	33	39	45.8	83	32	51	38.6
5401–7200	54	31	23	57.4	79	32	47	40.5
7201–9000	70	30	40	42.9	77	29	48	37.7
9001–12000	79	33	46	41.8	85	36	49	42.4
12001–15000	37	21	16	56.8	36	11	25	30.6
15001 and over	30	13	17	43.3	36	15	21	41.7
Unknown	59	21	32	39.6	60	23	37	38.3

continued

5A. 3-Week Followup (continued)

Characteristics	Test group				Control group			
	Total followup records	Em-ployed	Unem-ployed	Percent employed	Total followup records	Em-ployed	Unem-ployed	Percent employed
Total respondents	457	208	249	45.5	519	199	320	38.3
Barrier to reemployment (pre-SPRUCE)								
Too old or too young	32	14	18	43.8	52	17	35	32.7
Lack of education	23	10	13	43.5	27	15	12	55.6
Lack of skill training	45	22	23	48.9	43	17	26	39.5
Lack of experience	15	9	6	60.0	22	8	14	36.4
Obsolete skill	—	—	1	—	2	1	1	50.0
Health problem	22	6	16	27.3	30	8	22	26.7
Transportation	14	4	10	28.6	16	6	10	37.5
Care of child	3	2	1	66.7	2	—	2	—
Other	173	76	97	43.9	159	69	90	43.4
None	126	64	62	50.8	159	57	102	35.8
Unknown	4	1	3	25.0	7	1	6	14.3
Poverty level classification								
Receiving public assistance	10	6	4	60.0	14	3	11	21.4
Substandard income	30	9	21	30.0	28	9	19	32.1
Above poverty level	416	192	224	46.2	477	187	290	39.2
Unknown	1	1	—	100.0	—	—	—	—
Reason for becoming unemployed								
Seasonal	25	17	8	68.0	46	11	35	23.9
Irregular	102	53	49	52.0	158	78	80	49.4
Cyclical	78	41	37	52.6	65	32	33	49.2
Structural	116	46	70	39.7	101	30	71	29.7
Technological	34	15	19	44.1	26	13	13	50.0
Frictional	59	25	34	42.4	71	20	51	28.2
Reduced employability	42	10	32	23.8	46	15	31	32.6
Unknown	1	1	—	100.0	—	—	—	—
Termination status								
Exhaustion	295	91	204	30.8	376	92	284	24.5
To work	107	103	4	96.3	105	96	11	91.4
Expiration of benefit year	14	8	6	57.1	12	6	6	50.0
Disqualified	5	1	4	20.0	2	2	—	100.0
Enrolled in training	18	3	15	16.7	2	1	1	50.0
Ceased to file	16	1	15	6.3	19	2	17	10.5
Active-returned to L. O.	1	1	—	100.0	1	—	1	—
Active-retained	1	—	1	—	—	—	—	—
Unknown	—	—	—	—	—	—	—	—
Prior interruption for work								
Prior interruption	124	74	50	59.7	363	115	248	31.7
No prior interruption	332	133	199	40.1	156	84	72	53.8
Unknown	1	1	—	100.1	—	—	—	—
For those employed:								
Source of placement								
Recalled by former employer	X	—	X	X	X	—	X	X
NYS Emp. Service (incl. SPRUCE)	X	—	X	X	X	—	X	X
Personal effort	X	8	X	X	X	—	X	X
Self-employed	X	4	X	X	X	1	X	X
In armed forces	X	—	X	X	X	—	X	X
STEP	X	1	X	X	X	—	X	X
DVR	X	—	X	X	X	—	X	X
Unknown	X	195	X	X	X	198	X	X
For those not employed:								
Seeking work	X	X	117	X	X	X	274	X
Not seeking work	X	X	35	X	X	X	24	X
Unknown	X	X	97	X	X	X	22	X

continued

5A. 3-Week Followup (continued)

Characteristics	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	457	208	249	45.5	519	199	320	38.3
Reason for not seeking work								
Starting own business	X	X	3	X	X	X	—	X
Health	X	X	1	X	X	X	7	X
Awaiting recall	X	X	8	X	X	X	—	X
In jail	X	X	—	X	X	X	—	X
Attending school or training	X	X	1	X	X	X	5	X
Strike	X	X	4	X	X	X	—	X
Disinterest	X	X	—	X	X	X	—	X
Pregnancy	X	X	3	X	X	X	3	X
Withdrew from labor market	X	X	4	X	X	X	—	X
Left area; deceased	X	X	1	X	X	X	—	X
Other	X	X	3	X	X	X	6	X
Unknown	X	X	7	X	X	X	3	X

Table 5. Employment Status of SPRUCE Claimants at Three Followup Intervals by Claimant Characteristics

B. 13-Week Followup

Characteristics	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	422	205	217	48.6	508	225	283	44.3
Employability								
Job-ready	308	159	149	51.6	373	169	204	45.3
Not job-ready	114	46	68	40.4	135	56	79	41.5
Unknown	—	—	—	—	—	—	—	—
Age								
Under 34 years	182	96	86	52.7	197	93	104	47.2
35–44 years	87	46	41	52.9	106	52	54	49.1
45–54 years	99	46	53	46.5	123	55	68	44.7
55–64 years	54	17	37	31.5	82	25	57	30.5
65 and over	—	—	—	—	—	—	—	—
Sex								
Male	205	126	79	61.5	259	131	128	50.6
Female	217	79	138	36.4	249	94	155	37.8
Education								
0–7 years	22	10	12	45.5	33	14	19	42.4
8 years	49	14	35	28.6	58	25	33	43.1
9–11 years	120	58	62	48.3	145	51	94	35.2
12 years	149	72	77	48.3	165	76	89	46.1
Over 12 years	82	51	31	62.2	107	59	48	55.1
Unknown	—	—	—	—	—	—	—	—
Disadvantaged status								
HRD	38	12	26	31.6	37	15	22	40.5
Non-HRD	383	192	191	50.1	471	210	261	44.6
Unknown	1	1	—	100.0	—	—	—	—
Benefit status at enrollment								
13th Certification	51	24	27	47.1	58	31	27	53.4
14th Certification	53	31	22	58.5	76	36	40	47.4
15th Certification	53	22	31	41.5	47	15	32	31.9
16th Certification	43	17	26	39.5	65	28	37	43.1
17th Certification	55	26	29	47.3	80	31	49	38.8
18th Certification	81	47	34	58.0	86	38	48	44.2
19th Certification	57	23	34	40.4	70	34	36	48.6
20th Certification	29	15	14	51.7	26	12	14	46.2
Ethnic group								
White	320	160	160	50.0	404	182	222	45.1
Negro	95	42	53	44.2	100	40	60	40.0
Puerto Rican	5	2	3	40.0	4	3	1	75.0
Other	2	1	1	50.0	—	—	—	—
Veteran status								
Veteran	113	67	46	59.3	154	81	73	52.6
Non-veteran	309	138	171	44.7	354	144	210	40.7
Handicap status								
Handicapped	48	18	30	37.5	60	21	39	35.0
Not handicapped	374	187	187	50.0	448	204	244	45.5
Family Income in 1969								
$0–1800	15	4	11	26.7	11	4	7	36.4
1801–3600	45	18	27	40.0	50	19	31	38.0
3601–5400	63	27	36	42.9	80	39	41	48.8
5401–7200	51	33	18	64.7	73	35	38	47.9
7201–9000	63	32	31	50.8	77	36	41	46.8
9001–12000	71	34	37	47.9	84	40	44	47.6
12001–15000	35	21	14	60.0	37	11	26	29.7
15001– and over	28	18	10	64.3	36	19	17	52.8
Unknown	51	18	33	35.3	60	22	38	36.7

continued

5B. 13-Week Followup (continued)

Characteristics	Test group				Control group			
	Total followup records	Em-ployed	Unem-ployed	Percent employed	Total followup records	Em-ployed	Unem-ployed	Percent employed
Total respondents	422	205	217	48.6	508	225	283	44.3
Barriers to reemployment (pre-SPRUCE)								
Too old or too young	30	14	16	46.7	51	17	34	33.3
Lack of education	21	14	7	66.7	27	15	12	55.6
Lack of skill training	39	15	24	38.5	37	14	23	37.8
Lack of experience	12	4	8	33.3	21	12	9	57.1
Obsolete skill	1	—	1	—	3	1	2	33.3
Health problem	21	7	14	33.3	30	8	22	26.7
Transportation	14	4	10	28.6	15	9	6	66.7
Care of child	3	2	1	66.7	2	—	2	—
Other	158	80	78	50.6	156	79	77	50.6
None	120	64	56	53.3	158	69	89	43.7
Unknown	3	1	2	33.3	4	—	4	—
Poverty level classification								
Receiving public assistance	9	3	6	33.3	11	4	7	36.4
Substandard income	29	9	20	31.0	26	11	15	42.3
Above poverty level	383	192	191	50.1	471	210	261	44.6
Unknown	1	1	—	100.0	—	—	—	—
Reason for becoming unemployed								
Seasonal	26	14	12	53.8	47	16	31	34.0
Irregular	98	52	46	53.1	154	87	67	56.5
Cyclical	67	37	30	55.2	58	31	27	53.4
Structural	110	56	54	50.9	100	40	60	40.0
Technological	29	11	18	37.9	27	12	15	44.4
Frictional	53	23	30	43.4	70	25	45	35.7
Reduced employability	38	11	27	28.9	52	14	38	26.9
Unknown	1	1	—	100.0	—	—	—	—
Termination status								
Exhaustion	277	94	183	33.9	368	121	247	32.9
To work	104	95	9	91.3	103	87	16	84.5
Expiration of benefit year	14	8	6	57.1	14	9	5	64.3
Disqualified	5	2	3	40.0	2	2	—	100.0
Enrolled in training	4	2	2	50.0	2	1	1	50.0
Ceased to file	16	2	14	12.5	18	5	13	27.8
Active, returned to local office	1	1	—	100.0	1	—	1	—
Active, retained	1	1	—	100.0	—	—	—	—
Unknown	—	—	—	—	—	—	—	—
Prior interruption for work								
Prior interruption	122	65	57	53.3	156	86	70	55.1
No prior interruption	299	139	160	46.5	352	139	213	39.5
Unknown	1	1	—	100.0	—	—	—	—
For those employed:								
Source of placement								
Recalled by former employer	X	25	X	X	X	36	X	X
NYS Emp. Ser. (incl. SPRUCE)	X	37	X	X	X	10	X	X
Personal effort	X	132	X	X	X	173	X	X
Self-employed	X	5	X	X	X	3	X	X
In armed forces	X	—	X	X	X	—	X	X
STEP	X	1	X	X	X	1	X	X
DVR	X	—	X	X	X	1	X	X
Unknown	X	5	X	X	X	1	X	X

continued

5B. 13-Week Followup (continued)

Characteristics	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	422	205	217	48.6	508	225	283	44.3
For those not employed:								
Seeking work	X	X	178	X	X	X	247	X
Not seeking work	X	X	36	X	X	X	35	X
Unknown	X	X	3	X	X	X	1	X
Reason for not seeking work								
Starting new business	X	X	—	X	X	X	—	X
Health	X	X	17	X	X	X	9	X
Awaiting recall	X	X	—	X	X	X	—	X
In jail	X	X	—	X	X	X	—	X
Attending school or training	X	X	6	X	X	X	10	X
Strike	X	X	1	X	X	X	—	X
Disinterested	X	X	—	X	X	X	—	X
Pregnancy	X	X	3	X	X	X	3	X
Withdrew from labor market	X	X	4	X	X	X	4	X
Left area; deceased	X	X	—	X	X	X	—	X
Other	X	X	4	X	X	X	—	X
Unknown	X	X	1	X	X	X	9	X
Barriers to reemployment (at Followup)								
None	X	X	39	X	X	X	52	X
Too old or too young	X	X	18	X	X	X	16	X
Lack of education	X	X	3	X	X	X	1	X
Lack of skill or training	X	X	1	X	X	X	2	X
Lack of experience	X	X	1	X	X	X	3	X
Obsolete skill	X	X	—	X	X	X	—	X
Health	X	X	29	X	X	X	11	X
Personal	X	X	—	X	X	X	—	X
Transportation	X	X	2	X	X	X	—	X
Child care	X	X	3	X	X	X	2	X
Care of other family member	X	X	3	X	X	X	1	X
Conviction record	X	X	2	X	X	X	2	X
Garnishment	X	X	—	X	X	X	—	X
No work available	X	X	93	X	X	X	153	X
Strike	X	X	1	X	X	X	1	X
Discharged, unfavorable reference	X	X	1	X	X	X	1	X
Pay being offered too low	X	X	2	X	X	X	—	X
Available for part-time only	X	X	4	X	X	X	3	X
Unknown	X	X	15	X	X	X	35	X

Table 5. Employment Status of SPRUCE Claimants at Three Followup Intervals by Claimant Characteristics

C. 26-Week Followup

Characteristics	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	379	206	173	54.4	479	216	263	45.1
Employability								
Job-ready	283	158	125	55.8	347	162	185	46.7
Not job-ready	96	48	48	50.0	132	54	78	40.9
Unknown	—	—	—	—	—	—	—	—
Age								
Under 34 years	166	100	66	60.2	186	93	93	50.0
35–44 years	77	45	32	58.4	93	42	51	45.2
45–54 years	88	45	43	51.1	121	57	64	47.1
55–64 years	48	16	32	33.3	79	24	55	30.4
65 and over	—	—	—	—	—	—	—	—
Sex								
Male	183	120	63	65.6	245	130	115	53.1
Female	196	86	110	43.9	234	86	148	36.8
Education								
0–7 years	21	10	11	47.6	32	10	22	31.3
8 years	43	16	27	37.2	55	25	30	45.5
9–11 years	108	57	51	52.8	137	56	81	40.9
12 years	131	74	57	56.5	153	68	85	44.4
Over 12 years	76	49	27	64.5	102	57	45	55.9
Unknown	—	—	—	—	—	—	—	—
Disadvantaged status								
HRD	33	12	21	36.4	35	9	26	25.7
Non-HRD	345	193	152	55.9	444	207	237	46.6
Unknown	1	1	—	100.0	—	—	—	—
Benefit status at enrollment								
13th Certification	40	21	19	52.5	55	32	23	58.2
14th Certification	51	36	15	70.6	71	34	37	47.9
15th Certification	49	23	26	46.9	47	18	29	38.3
16th Certification	43	17	26	39.5	58	32	26	55.2
17th Certification	49	24	25	49.0	74	30	44	40.5
18th Certification	73	47	26	64.4	79	31	48	39.2
19th Certification	49	26	23	53.1	70	28	42	40.0
20th Certification	25	12	13	48.0	25	11	14	44.0
Ethnic group								
White	290	163	127	56.2	388	179	209	46.1
Negro	82	38	44	46.3	87	34	53	39.1
Puerto Rican	5	4	1	80.0	4	3	1	75.0
Other	2	1	1	50.0	—	—	—	—
Veteran status								
Veteran	100	65	35	65.0	144	77	67	53.5
Non-veteran	279	141	138	50.5	335	139	196	41.5
Handicap status								
Handicapped	42	19	23	45.2	56	21	35	37.5
Not handicapped	337	187	150	55.5	423	195	228	46.1
Family income in 1969								
$0–1800	11	3	8	27.3	11	3	8	27.3
1801–3600	40	21	19	52.5	46	16	30	34.8
3601–5400	55	21	34	38.2	73	35	38	47.9
5401–7200	46	32	14	69.6	71	33	38	46.5
7201–9000	60	36	24	60.0	71	35	36	49.3
9001–12000	66	39	27	59.1	82	38	44	46.3
12001–15000	28	17	11	60.7	34	15	19	44.1
15001 and over	26	19	7	73.1	35	17	18	48.6
Unknown	47	18	29	38.3	56	24	32	42.9

continued

5C. 26-Week Followup (continued)

Characteristics	Test group				Control group			
	Total followup records	Em-ployed	Unem-ployed	Percent employed	Total followup records	Em-ployed	Unem-ployed	Percent employed
Total respondents	379	206	173	54.4	479	216	263	45.1
Barriers to reemployment (pre-SPRUCE)								
Too old or too young	28	14	14	50.0	48	16	32	33.3
Lack of education	20	15	5	20.0	30	12	18	40.0
Lack of skill or training	34	17	17	50.0	36	15	21	41.7
Lack of experience	12	8	4	66.7	21	11	10	52.4
Obsolete skill	—	—	—	—	2	1	1	50.0
Health problem	19	8	11	42.1	29	8	21	27.6
Transportation	13	3	10	23.1	14	7	7	50.0
Care of child	3	1	2	33.3	2	1	1	50.0
Other	3	1	2	33.3	6	1	5	16.7
None	110	65	45	59.1	144	70	74	48.6
Unknown	—	—	—	—	—	—	—	—
Poverty level classification								
Receiving public assistance	9	2	7	22.2	12	2	10	16.7
Substandard income	24	10	14	41.7	23	7	16	30.4
Above poverty level	345	193	152	55.9	444	207	237	46.6
Unknown	1	1	—	100.0	—	—	—	—
Reason for becoming unemployed								
Seasonal	25	14	11	56.0	42	12	30	28.6
Irregular	84	50	34	59.5	141	79	62	56.0
Cyclical	58	35	23	60.3	61	33	28	54.1
Structural	103	58	45	56.3	96	42	54	43.8
Technological	27	13	14	48.1	27	14	13	51.9
Frictional	46	25	21	54.3	62	26	36	41.9
Reduced employability	35	10	25	28.6	50	10	40	20.0
Unknown	1	1	—	100.0	—	—	—	—
Termination status								
Exhaustion	248	102	146	41.1	349	120	229	34.4
To work	100	90	10	90.0	100	81	19	81.0
Expiration of benefit year	8	5	3	62.5	10	7	3	70.0
Disqualified	5	2	3	40.0	2	1	1	50.0
Enrolled in training	3	3	—	100.0	2	—	2	—
Ceased to file	14	3	11	21.4	15	7	8	46.7
Active, returned to local office	1	1	—	100.0	1	—	1	—
Active, retained	—	—	—	—	—	—	—	—
Unknown	—	—	—	—	—	—	—	—
Prior interruption for work								
Prior interruption	101	64	37	63.4	140	82	58	58.6
No prior interruption	277	141	136	50.9	339	134	205	39.5
Unknown	1	1	—	100.0	—	—	—	—
For those employed:								
Source of placement								
Recalled by former employer	X	24	X	X	X	32	X	X
NYS Emp. Service (incl. SPRUCE)	X	33	X	X	X	10	X	X
Personal effort	X	136	X	X	X	171	X	X
Self-employed	X	6	X	X	X	—	X	X
In armed forces	X	1	X	X	X	—	X	X
STEP	X	1	X	X	X	—	X	X
DVR	X	—	X	X	X	1	X	X
Unknown	X	5	X	X	X	2	X	X

continued

5C. 26-Week Followup (continued)

Characteristics	Test group				Control group			
	Total followup records	*Em-ployed*	*Unem-ployed*	*Percent employed*	*Total followup records*	*Em-ployed*	*Unem-ployed*	*Percent employed*
Total respondents	379	206	173	54.4	479	216	263	45.1
For those not employed:								
Seeking work	X	X	139	X	X	X	228	X
Not seeking work	X	X	33	X	X	X	35	X
Unknown	X	X	1	X	X	X	—	X
Reason for not seeking work								
Starting own business	X	X	—	X	X	X	—	X
Health	X	X	15	X	X	X	8	X
Awaiting recall	X	X	1	X	X	X	1	X
In jail	X	X	—	X	X	X	—	X
Attending school or training	X	X	4	X	X	X	8	X
Strike	X	X	—	X	X	X	—	X
Disinterest	X	X	—	X	X	X	—	X
Pregnancy	X	X	4	X	X	X	1	X
Withdrew from labor market	X	X	6	X	X	X	2	X
Left area; deceased	X	X	—	X	X	X	1	X
Other	X	X	2	X	X	X	—	X
Unknown	X	X	1	X	X	X	14	X
Barrier to reemployment (at Followup)								
None	X	X	22	X	X	X	32	X
Too old or too young	X	X	14	X	X	X	20	X
Lack of education	X	X	2	X	X	X	2	X
Lack of skill or training	X	X	3	X	X	X	2	X
Lack of experience	X	X	1	X	X	X	4	X
Obsolete skill	X	X	—	X	X	X	—	X
Health	X	X	23	X	X	X	11	X
Personal	X	X	1	X	X	X	—	X
Transportation	X	X	4	X	X	X	2	X
Child care	X	X	2	X	X	X	2	X
Care of other family member	X	X	1	X	X	X	2	X
Conviction record	X	X	—	X	X	X	1	X
Garnishment	X	X	—	X	X	X	—	X
No work available	X	X	80	X	X	X	153	X
Strike	X	X	—	X	X	X	—	X
Discharged, unfavorable reference	X	X	2	X	X	X	1	X
Pay being offered too low	X	X	2	X	X	X	—	X
Available for part-time only	X	X	4	X	X	X	3	X
Unknown	X	X	12	X	X	X	28	X

Appendix B

FOLLOWUP FORMS

STATE OF NEW YORK
DEPARTMENT OF LABOR
DIVISION OF EMPLOYMENT

LOCAL INSURANCE OFFICE
ADDRESS: SPRUCE
200 Franklin St.
Buffalo, N.Y.
14202

- -

- - SSA No._____

Dear

As part of a study to improve services to Unemployment Insurance claimants, we are asking for the information indicated below from persons who have recently received benefits. You can help us by completing this form and returning it in the enclosed self-addressed envelope. No postage is needed. Thank you for your cooperation.

Lewis M. Bell, Director

1. You last reported to this Unemployment Insurance Office on_____.

   Have you had any employment since that date? Yes _____ No _____

2. Are you now employed? Yes _____ No _____

   If YES, please complete: Date started to work _____.

   Name of employer _____

   Have you worked for this employer before? Yes _____ No _____

   Weekly or hourly rate of pay $ _____ Per _____. Hours per week _____.

3. If not now employed, are you still seeking work? Yes _____ No _____

   If not seeking work, why? _____

   _____

SPR-3X (8-70) *USE YOUR NEW YORK STATE EMPLOYMENT SERVICE*

PUBLIC EMPLOYMENT SERVICE

SERVICE FOR EVERYONE
LOCAL · STATE · NATIONAL

STATE OF NEW YORK
DEPARTMENT OF LABOR
DIVISION OF EMPLOYMENT

LOCAL INSURANCE OFFICE
ADDRESS: SPRUCE
200 Franklin St.
Buffalo, N.Y.
14202

- - SSA No. _____

Dear

Your answers to the following questions are an important part of a continuing effort to improve the services of the Unemployment Insurance program. Please complete this form and return it in the enclosed self-addressed envelope. No postage is needed. Thank you for your cooperation.

Lewis M. Bell, Director

You last reported to this Unemployment Insurance Office on _____.

1. Are you now employed? Yes _____ No _____. If yes, please complete:

   Name of employer _____

   Title of job _____ Date started _____

   Weekly or hourly rate of pay $ _____ per _____. Hours per week _____

   How did you get this job? _____

   Have you worked for this employer before? Yes _____ No _____

2. List other jobs you have had since the date you last reported:

Job Title	Starting Date	Ending Date

3. If not now employed:

   a. Are you still seeking work? Yes _____ No _____

      If not seeking work, why? _____

   b. What do you feel is the reason for your being unemployed at the present time? _____

SPR-4X (6-70)

USE YOUR NEW YORK STATE EMPLOYMENT SERVICE

INDIVIDUAL FOLLOW-UP INFORMATION (SPRUCE)

SS#_____ NAME _____ FTR DATE_____

	F 1 (3 Week)	F 2 (13 Week)	F 3 (26 Week)
Issue-date of F-letter (or strike out)	_____	_____	_____
Record obtained?	1 ☐ yes 0 ☐ no	1 ☐ yes 0 ☐ no	1 ☐ yes 0 ☐ no
Now employed? If yes:	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
By a previous employer?	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Occupation changed?	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Hourly rate of pay	_____	_____	_____
Hours of work per week	_____	_____	_____
Source of placement	_____	_____	_____
Length of time on job to date (in weeks)	_____	_____	_____
Other jobs since last report?	☐ yes ☐ no	Number_____ Weeks Worked_____	Number_____ Weeks Worked_____
If not now employed: Still seeking work?	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Reason, if not	_____	_____	_____
Barrier to reemployment (code)	_____	_____	_____
If 14, specify	_____	_____	_____